A National Park in the Churchill/York Factory Area?

Churchill
Working Group

November 1990

HIGHLIGHTS

A NATIONAL PARK IN THE CHURCHILL/YORK FACTORY AREA

What's In It For Regional Residents?

Establishing a National Park Will:

Protect the Wilderness and Wildlife

A national park will provide the most secure long-term protection for the wildlife and natural environment that is so important to the quality of life of residents of the Churchill region.

Involve the Community in Determining The Area's Future

The Canadian Parks Service will make sure that Churchill area residents and the Province of Manitoba have an important voice in the planning and development of the park area.

Focus More National and International Attention on Churchill

Canada has a world-class national park system that draws more than 12 million visitors each year from all over the world. A national park will act as a magnet for international tourists.

Create Jobs and Support Businesses

Over $20 million dollars is planned to be spent in Manitoba during the park's first five years to conduct research, develop facilities, provide visitor services, and operate the park. Of this amount, nearly $9 million dollars are expected to be spent in the Churchill area. Visitors will spend an additional $0.4 million dollars in the Churchill area as a result of the park. These expenditures will in turn spin off increased or new business activities and new jobs in the Churchill area.

During the first five years of its development, it is estimated that the park will result in a total of 189 person-years of work in the Churchill area (this includes both Canadian Parks Service positions and jobs created in the private sector). In the fifth year alone, the park will generate 55 person-years of employment, including 26 full-time and 26 seasonal positions needed by the Canadian Parks Service (there are now five full-time and ten seasonal jobs associated with the historic sites).

Spur Local Scientific and Socio-Economic Research

The park will promote and support research related to wildlife management, the tundra and sub-arctic environments, and regional tourism.

Develop Local Environmental Education Facilities

Park visitor facilities and research facilities will expand existing outdoor and environmental education opportunities for residents of the region.

Potential National Park Activities and Facilities

- Visitor Reception and Education Centre in Churchill with associated community park and administration centre for CPS staff.
- Exhibits about the park in Churchill and Gillam.
- Environmental and outdoor education programs in area schools.
- Air charter day flights with wildlife vieving stops in the park.
- Wilderness guided tours by tundra buggy, snowmobile and dog sled.
- Possible wildlife lodge in the park (privately developed and operated.
- Wildlife vieving towers at selected sites.
- Hiking trails.
- Interpretive events in the park and nearby communities.
- Public shelters in the park.
- Workshop and storage compound in Churchill
- Staff houses or apartments in Churchill

Implications for Local Users

Local users will be permitted to continue the following activities in the park subject to certain conditions to protect the environment:

- Snowmobiling
- ATV travel
- Carrying firearms for protection from polar bears
- Trapping
- Hunting
- Berry picking and gathering plant materials
- Use of existing recreational cabins

Resource harvesting activities, such as hunting and trapping will be eventually phased out over a period of time that will likely be measured in generations. A similar situation already exists in Gros Morne National Park in Newfoundland, where those residing in or near the park at the time of its establishment, and their children, have maintained certain resource harvesting rights.

Resource harvesting by native people will be allowed to continue indefinitely.

Rocket Range

Possible re-activation of the rocket range will not be affected by establishment of the national park.

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THE FOLLOWING TECHNICAL PAPERS USED IN PREPARING THIS DOCUMENT ARE AVAILABLE AS A SEPARATE COMPENDIUM

1. Forecasted CPS Expenditure Levels Associated with the Establishment of a National Park in the Churchill/Gillam Area
2. Proposed Outline for A Park Management Advisory Committee
3. Impacts on Tourism and the Economy: Preliminary Analysis
4. Churchill National Park Proposed Training Program
5. Examples of Research Permits and Research MOU's

PURPOSE AND BACKGROUND OF THIS REPORT

To date three major steps have been completed in the national park feasibility assessment process:

- Information was gathered through compilation of 9 technical reports (winter 1990).
- The Working Group analyzed the Technical Committee reports and then prepared a booklet that outlined 5 proposed park boundaries and presented a series of locally identified park establishment issues with Canadian Parks Service responses to these (spring 1990).
- The above booklet was distributed; public consultations were held in Churchill, Gillam, Thompson and Winnipeg and telephone consultations were held with native bands; and a report on the consultations was prepared (June 1990).

A range of negative and favourable comments related to the proposed park were received and there was discussion of whether the park feasibility study should continue. On the basis of a petition circulated in Churchill and position statements from the Churchill LGD Council it was decided that the process should continue. The Working Group then recommended to the Steering Committee that additional information on several key issues be presented to Churchill/Gillam residents and interested native bands. It was also recommended that a single proposed boundary be presented for local residents to consider.

This report responds to those recommendations. It presents a conceptual snapshot of possible park facilities and activities and explains how current uses of the proposed park area such as recreational cabins, ATV travel and hunting would be affected. Also, it provides additional information on the social and economic benefits of a national park. We hope that this information will be sufficient for local people to make an informed decision on whether or not they are in favour of a national park in the Churchill area or whether to continue the park establishment process. If the decision made is to proceed with the process, then the next stage would be to negotiate a federal/provincial park establishment agreement.

This report has been prepared by the Canadian Parks Service with input from the Manitoba Department of Natural Resources and direction from the National Park Feasibility Study Working Group.

PROPOSED PARK BOUNDARY AND RELATIONSHIP OF THE NATIONAL PARK TO THE CAPE CHURCHILL WILDLIFE MANAGEMENT AREA

Five boundary options were put forward at the public consultations in June, 1990. These were described in detail in a booklet presented at that time entitled "Assessing the Feasibility of Establishing a National Park in the Churchill/York Factory Area". The single proposed boundary presented here (Map 1) combines elements of several of the options presented in June. It strives for maximum resource representation and ecological integrity while at the same time keeping potential land use conflicts to a minimum. It includes a significant portion of the polar bear denning area and the rich wildlife concentrations at Cape Churchill and the mouth of the Nelson River. Although the proposed park area provides excellent opportunities to view wildlife, it is too far from Churchill to be readily accessible to most visitors unless they are prepared to travel by air or make overnight trips.

In the first public booklet (May, 1990), the Working Group noted that should a national park be established, the status and management of residual lands in the study area must be carefully considered. Both governments propose, based on the boundary proposal described above, that key lands in the Cape Churchill Wildlife Management Area outside of the proposed national park retain their Wildlife Management Area status. This is particularly important because the proposed national park boundary excludes some resources that merit special management attention, most notably part of the polar bear denning area.

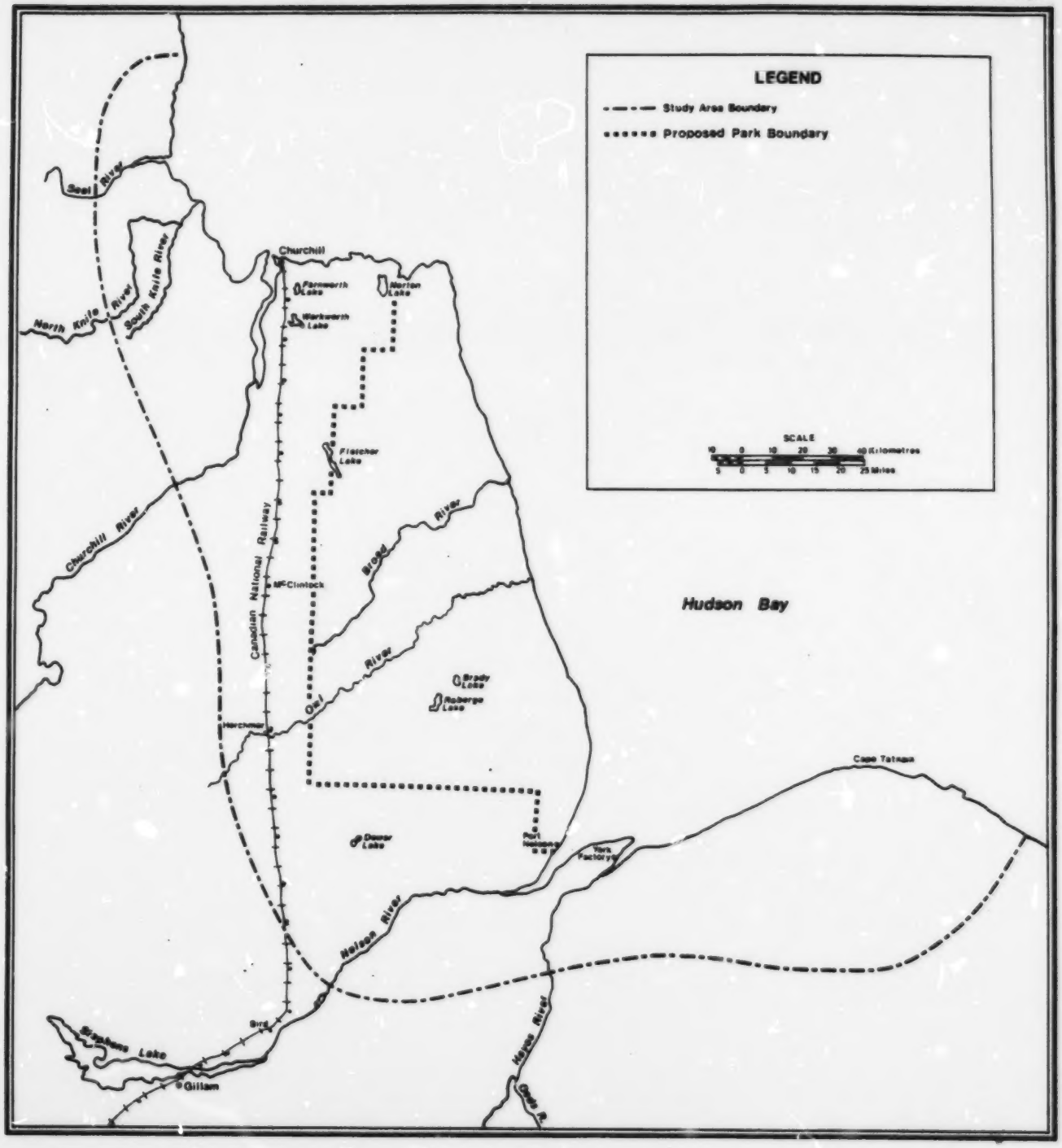
The Canadian Parks Service (CPS) and Manitoba Department of Natural Resources will establish co-operative resource planning and management programs and agreements to seek solutions to trans-boundary concerns associated with the management of shared ecosystems and the effects of adjacent land use practices and activities. The coastal area between Churchill and the proposed park boundary is of particular interest for co-operative management. This area is now used quite heavily and in future, should the park be established, may require further attention to protect resources and enhance accessibility. The nature of shared programs or agreements will be worked out before finalization of a federal-provincial agreement.

The management of certain resources in any national park that may be established will have regional, provincial, and national/international ramifications. For this reason, the Province of Manitoba has taken the position that it must have ongoing management responsibilities and involvement with CPS inside the park. These responsibilities will be confirmed during any negotiated agreement for a park.

These provincial imperatives are best illustrated by reference to wildlife. For example, the eastern prairie population of Canada geese require active management by agencies such as Manitoba's Wildlife Branch, the U.S. Fish and Wildlife Service and Mississippi Flyway

PROPOSED PARK BOUNDARY

Map 1



states, to achieve a range of management objectives. Similar requirements for Manitoba resource management participation inside any future park are evident for polar bear, furbearers, and other species such as caribou.

The nature of shared programs or agreements will be worked out before finalization of a federal-provincial agreement.

PARK MANAGEMENT ADVISORY COMMITTEE

A Park Management Advisory Committee will provide local representation on management and policy matters concerning both the national park and adjoining provincial lands. Having the Committee recommend on land use and resource management decisions both inside and outside of the proposed park should help to ensure effective integration of local, provincial and federal programs. This Committee will be made up of several members representing a cross-section of community and regional interests. The Committee's responsibilities will include:

- Developing guidelines and policies related to traditional harvesting activities and other uses of these lands.
- Developing or advising on guidelines for tour operators.
- Advising on the location of park visitor facilities and measures to minimize environmental impact of park user activities.
- Advising on all phases of the park management planning process such as providing input to the zoning plan, interpretation and visitor activity plans, resource management and park conservation plans and other documents associated with park planning.

The Committee will make recommendations to the Park Superintendent and/or province as appropriate.

The precise role, responsibilities, structure, and functioning of the Park Management Advisory Committee will be spelled out in detail in a Terms of Reference to be prepared by CPS, Manitoba and local representatives.

For a more detailed description of the suggested Park Management Advisory Committee's potential roles and responsibilities, see the separate technical paper on this subject.

VISITOR ACTIVITIES AND PARK FACILITIES CONCEPT

During the June consultations many people asked "What will a national park be like and how will it contribute to the region?"

While many decisions must still be made that will influence the proposed park, this section describes the possible visitor facilities and activities that could be developed. The ideas presented here are intended to give a picture of what the proposed national park might look like and the activities visitors could participate in. Although the future tense is used throughout this section, bear in mind that these are simply possibilities - they provide grist for discussion, but they are not "cast in stone". These ideas also serve as a basis for the visitor use and economic projections presented in this report.

The ideas for visitor activities and facilities presented below seem to be, at this point in time, the most appropriate mix to provide a high quality experience given the types of visitors the park would attract and the physical setting of the area. They are based on the premise, given the existing local road network, that the vast majority of visitors to Churchill will not actually visit the park. Although there are a few exceptions, tours presently available by ATV, tundra buggy or snowmobile do not travel as far as the proposed park. Therefore, most of the facilities described are intended to bring the park to the visitor. However, facilities that are intended to encourage a small portion of visitors to venture within the park are also a part of our vision at this time.

If a decision is made to proceed with the park, then one of the first steps is to prepare a park management plan. The park management planning process, with its extensive public involvement, will provide plenty of opportunities for local residents to state their ideas regarding proposed park facilities and activities. Before any final decisions are made on developing park facilities, studies will be undertaken to analyze natural resource information, visitor use patterns, market demand, and social and economic implications. The goal is to protect the natural environment, to maximize local benefits and to minimize conflicts. Usually during management planning, several options are presented reflecting various degrees of development and levels of resource protection. Interested groups respond to these alternatives. With this input, a plan for park management and development is put together. The Local Park Management Advisory Committee will play an important role in management planning decisions.

Development of facilities will follow certain basic principles:

- Emphasis will be placed on developing key facilities and activities in the vicinity of Churchill, the key access point to the region and already a popular tourist destination.

- Proposals for visitor accommodation facilities in the park such as lodges or cabins may be invited for selected areas, based on environmental feasibility studies and the park management plan.

- Protection of park natural and cultural resources and maintenance of ecological integrity will be the prime concerns determining the location and scope of park facilities.

- Within a national park, facilities are not normally located or activities encouraged in areas frequented by bears. However, polar bears are a primary attraction in the Churchill area. Therefore, opportunities for the public to view bears need to be offered. These opportunities will be designed and managed with the safety of the public and the bears given utmost consideration. High standards for refuse management, secure food caches and visitor education will be the key factors in minimizing the chances of bear-people conflicts and of creating "problem bears" (i.e. bears that lose their fear of people).

- If the park proposal goes to the stage of formal federal/provincial negotiation, the park agreement will be subject to the environmental assessment and review process (EARP) prior to finalization.

Facilities and Activities - Churchill and Area (The LGD)

Visitor Reception Centre

This major facility, located in Churchill, will be open year round. A major function of the Centre will be welcoming, orienting and providing information to visitors. The Centre will play a major role in marketing Churchill and the surrounding region to potential visitors. It will also play an important educational role, interpreting the natural and cultural history of the region.

Visitor programs and services at the Centre will complement tourism attractions already existing in the Churchill area. Here, visitors will quickly find out about boat tours, bus tours, tundra buggy tours, historic site tours and other activities. In addition, the Centre will offer exhibits, audio-visual presentations and programs of its own. Specific programs will be offered to local schools. Special events, such as workshops and perhaps conferences in co-operation with the Northern Studies Centre should keep the Centre busy all year round.

Constructed at an early stage in park development and located in Churchill, the Centre will be a co-operative venture with the community and/or province. It could include a local sales outlet for environmental and northern products, advertise and promote local tourism activities, and perhaps promote other northern Manitoba attractions.

Interpretation programs will emphasize both the natural and human history of the entire region, including the existing historic sites. Marine as well as terrestrial ecosystems will be stressed, especially since the polar bear, the best known wildlife attraction of the region, is a creature of the land and sea. An indoor theatre will provide a venue for presenting slide shows, videos, films, drama and special events related to the park or the town and the region. Presentations by and about native people's historical and present use of the land and resources would be encouraged. There could be a special room for star gazing and watching northern lights and a hands-on activity area for children. The Centre could also present projects on innovative arctic resource use.

A separate small interpretive exhibit to introduce tourists to the themes presented at the Visitor Centre will be built at another location. At this time, the new airport appears to be the most suitable location, but this will have to be confirmed.

Administrative offices for park staff will likely be located within the same building as the Visitor Centre.

Outdoor Presentation Area/Community Park

A landscaped open space adjacent to the Visitor Centre will be used for outdoor activities and entertainment such as picnics, slide shows, campfire talks, children's shows, music festivals and special events. Telescopes could be set up for evening star gazing.

Other Facilities

A general works compound will be needed for workshops and storage. There may be a need for some houses or apartments for permanent staff.

Knight's Hill is a popular local recreational area which is outside the proposed park boundary. If the community desired it, CPS could consider constructing a day use recreational shelter at this or another location favored by the community and supported by the Province. As these are provincial lands, the province would be involved in land management.

Facilities and Activities - Gillam

An interpretive exhibit will be installed in Gillam. The airport is one potential location for such an exhibit. Programs will be conducted at Gillam schools periodically.

Facilities and Activities Within the Park Area

Within the park, the types of visitor experiences could include the following:

- air charter day trips with short viewing stops;
- guided overnight or extended trips by tundra buggy, snowmobile or dog sled;
- guided day trips by tundra buggy, snowmobile and possibly dog sled and boat;
- overnight or extended stays at a lodge run by a local operator.

Air Charter Flights:

Fly-overs of the park area could include a stop at Cape Churchill where a viewing platform could be built or one of the existing towers refurbished. Other stops could be on natural runways such as old beach ridges along the coast, near York Factory where there is a private runway, and at Port Nelson. If air charters to Port Nelson do occur, a small display could be built there to interpret the history of this site. The buildings would be left to deteriorate naturally unless measures need to be taken to ensure public safety. Some trails might also be built here. The old causeway at Port Nelson is apparently a good location for watching beluga whales. The condition of the causeway would have to be carefully checked before use can be considered.

Overnight or Extended Wilderness Trips:

Existing commercial tundra buggy tour operators will continue to have access to the park. Some controls or restrictions may be established to minimize disturbance to the natural environment. Further development of the wilderness tours industry will be encouraged. Overnight or extended trips by dog sled, snowmobile, and perhaps by boat or on foot are some possibilities, in addition to the existing tundra buggy operation. CPS could develop a series of basic public shelters in locations determined jointly by tour operators and the Park Management Advisory Committee. Two or three additional warden patrol cabins for the use of park staff, and, during emergencies, by park visitors, may also be needed.

Guided Day Trips:

Further development of day excursions by dog sled, snowmobile, and on foot may be encouraged. CPS will consider providing facilities such as public shelters within the park (see above) or at selected areas outside the proposed park boundary, such as at Knight's Hill.

Wilderness Lodges/Cabins:

CPS may encourage the development of one or more private lodges or guest cabins in the park, pending the results of planning and feasibility studies. Resource impacts and visitor safety will be the key factors in determining whether such facilities will be developed and where. Sites would be chosen with the assistance of the Park Management Advisory Committee and in accordance with the park management plan. CPS would then ask for proposals from local residents. The successful tender would enter into a long term lease with the CPS. Such an arrangement normally includes an annual fee for the privilege of exclusive use and a percentage of gross profits returned to the Crown as rent. CPS will assist operators by providing complementary facilities such as viewing towers, hiking trails and boardwalks, as well as providing interpretive signs and brochures. CPS interpreters could provide programs such as guided nature walks and slide talks at lodges on a regular basis.

Preliminary Park Visitation Forecast

Using various calculations and assumptions, it has been estimated that about 9700 people visited the Churchill area on pleasure trips in 1989. By comparing with 1984 estimates, this suggests an average rate of increase of 1.1% per year. During this period, efforts to promote the Churchill tourism industry remained relatively constant.

The possible impact of a national park on tourism in the Churchill area depends to an extent on the degree to which a park is developed and promoted. Three scenarios are used to provide this assessment. (See Figure I - for a graph of visitation based on the three

scenarios.) First, without a park, it is assumed that conditions over the next ten years would remain similar to the 1984-1989 period and therefore growth in visitation would likely be about 1.1% per year over this period.

The second scenario, with a park - limited development, assumes minimal visitor services and no private sector initiatives are in the park area. Therefore most of the park impact on regional visitation is a result of promoting the national park and Churchill area. A park with such basic services could attract an additional 3800 visitors over a 10-year period with the greatest effect on visitation noticed in years 2 and 3, following announcement of a new national park. The growth rate of visitation would stabilize at about 1.7% per year.

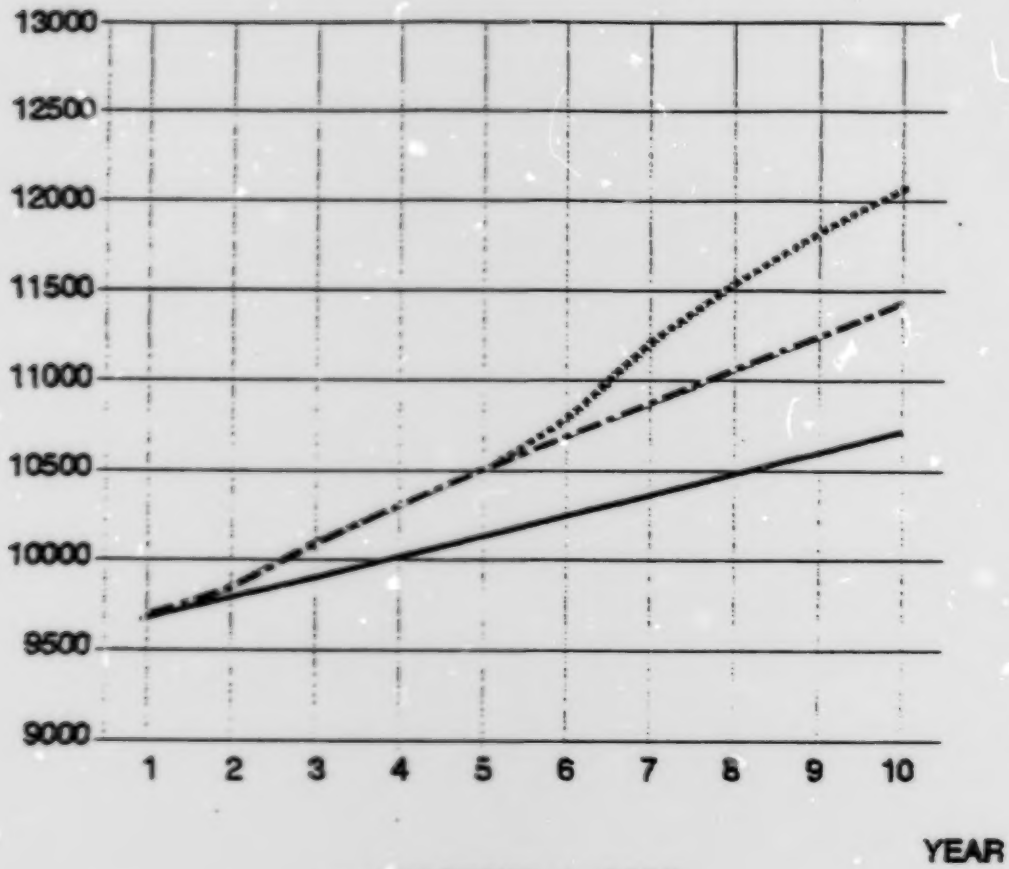
The third scenario, new park - fully developed, incorporates all the facilities and services proposed in the development concept in place at the end of five years. Since some of this development is dependent on private sector involvement, it is difficult to predict if this can be accomplished. Over the first five years when these facilities are just being developed, visitation to Churchill probably would not differ greatly from the second scenario forecast. However, once the park is fully operational (years six to ten), the rate of growth in visitation is predicted to increase to 3.9% in year 6 and stabilize to about 2% after year ten. This would mean an additional 5900 visitors to Churchill over the ten year period, with about 12 100 visitors attracted to Churchill by the tenth year of park operation.

Finally, it is worth noting that visitors would be likely to stay longer in the Churchill area if there are more services and activities. Also the potential to attract new visitors is even greater than that predicted above, being dependent in part on the types of activities, facilities and services that the community develops to attract the most promising growth market segments. A description of the existing and potential markets may be found in Technical Paper 4 ("Further Visitor Market Segment Considerations").

FIGURE 1

CHURCHILL VISITOR FORECAST

YEAR 1 TO 10



PARK JOBS AND PARK BUDGET

What Jobs Would Be Associated With The National Park?

The three existing historic sites near Churchill are administered by the Manitoba North district of CPS. Currently there are 8.22 person-years (PYs) in the Manitoba North district.

If a national park is established near Churchill, a total district staff of up to 38.3 PYs (or the equivalent through a combination of contractors and staff) is envisioned after five years, of which 26 positions would be permanent full-time and 26 positions would be seasonal (totalling 12.3 PYs). Currently there are five full-time and ten seasonal jobs associated with the existing historic sites. CPS programs will be managed by a District Superintendent and four section heads (visitor activities, warden services, finance and administration, and general works).

Visitor activities staff provide services to visitors. They interpret the park's natural and human environment, run guided tours at historic sites, meet the public at the Visitor Centre and other locations, give slide presentations and talks on natural and human history, develop brochures, exhibits and other media and conduct school programs. Under the manager of visitor activities, there will be seven permanent staff and about 13 seasonal positions, all located in Churchill or at park sites.

A full-time position is seen for a person to market CPS activities and to work with the community and tour operators to promote tourism activities for the region.

Resource conservation staff, under the direction of a chief park warden, are responsible for managing and protecting wildlife and natural resources, public safety and law enforcement. At least two or three positions will involve scientific research - a senior warden/ecologist, along with a research technician and junior warden, will be responsible for natural history research and resource management. Another senior warden will be responsible for public safety, resource protection and law enforcement, supervising two junior wardens, three seasonal patrollers and three bear patrol persons. Seasonal staff will need a sound knowledge of the land, and will be encouraged and trained to upgrade their skills to warden levels.

Five persons will look after finances, administration and reception on a full-time basis.

General works staff look after the CPS buildings and equipment. They also construct trails, boardwalks and other structures, restore damaged areas, and generally provide the skills and services to ensure that park operations function smoothly. There will be a manager, three full-time experienced maintenance and craftspersons, a clerk and six seasonal labourers.

Proposed Staff Organization Chart - Manitoba North District
(Beginning Year 6)

Park Staff	PY'S	
*District Superintendent	1.0	
Sub-Total		1.0
Finance and Administration		
*Chief, Finance and Administration	1.0	
* Accounts Payable Clerk	1.0	
Pay/Staffing Clerk	1.0	
Purchasing/Stores Clerk	1.0	
Clerk/Receptionist	1.0	
Sub-Total		5.0
Visitor Activities		
Chief, Visitor Activities	1.0	
* Head, Historic Interpretation	1.0	
* (.4) Senior Interpreter	1.0	
* Interpreters (6)	2.0	
Head, Natural Interpretation	1.0	
Senior Interpreter	1.0	
Interpreters (2)	1.2	
Head, Information/Media/Marketing	1.0	
Senior VRC Attendant	1.0	
VRC Attendants (2)	1.2	
Rocket Range Attendants (3) (start in year 6, after restoration of launch)	1.5	
Visitor Activities Clerk	1.0	
Sub-Total		13.9
Resource Conservation		
Chief, Park Warden	1.0	
Senior Park Warden - Public Safety/ Law Enforcement	1.0	
Park Wardens (2)	2.0	
Patrol Persons (3)	2.0	
Seasonal Bear Patrol Safety Persons - Historic Sites (3)	.9	
Senior Warden - Research/Science	1.0	
Research Technician/Scientist	1.0	
Park Warden/Scientist	.5	
Clerk/Typist	1.0	
Sub-Total		10.4

General Works (Maintenance and Construction)

* General Works Manager	1.0	
Building/Equipment Supervisor	1.0	
Crafts Persons (maintenance) (2)	2.0	
Labourers (2)	1.2	
Grounds/Signs Supervisor	.5	
* (.80) Labourers (3)	1.3	
Clerk/Technician	1.0	
Sub-Total		18.0
Total District		38.3

*Denotes positions already existing

These staff will be recruited over the first five years of park operation. It is estimated that local people could fill 60-75 per cent of these positions, including clerical, general works, patrol and many of the visitor activity and interpretive jobs. The intent is to train local staff to give them the opportunity to advance to senior positions. More details on training are provided in a separate technical report.

CPS Expenditure and Investment Forecast

A series of charts in Technical Paper I in the Compendium show a detailed breakdown of total proposed expenditures over the first five years of park operation. Table I summarizes this material here. Projected investments and expenditures are as follows:

Research and Planning (including archaeological and natural resource inventories):	$ 1.9 million
Buildings and Vehicles (Capital investments):	$ 9.8 million
Park Maintenance and Operations (including natural resource management):	$ 8.7 million

Research:

Over the first five years following the establishment of a national park, an estimated $1.9 million will be spent on research and planning. Inventory and analysis of natural, historic and archaeological resources, socio-economic, visitor activity and market research will be the main research fields. Research efforts will be geared to the preparation of a park management plan. The park will also promote research by outside agencies that is compatible with the mandate of protection of natural and cultural resources.

Capital Investments:

At this time it is difficult to accurately estimate the investment required to develop facilities such as the visitor centre and to purchase equipment for running the park. Current estimates are about $10.0 million. This includes $4.0 million for the design and construction of a visitor reception centre, administrative offices, and outdoor activity area. A maintenance compound, including vehicles and equipment, would cost about $2.0 million. Staff housing could add up to $3.0 million. Interpretive exhibits, signs, trails and environmental rehabilitation would involve additional capital expenditures. The cost of four emergency/public shelters would be about $200 000. Construction of up to three warden cabins would be an additional $150 000.

TABLE 1

FORECASTED EXPENDITURE LEVELS FOR A
NATIONAL PARK IN THE CHURCHILL/YORK FACTORY AREA

SUMMARY
(000'S) 1990 DOLLARS

CATEGORY	YEAR 1	YEAR 2	YEAR 3	YEAR 4	YEAR 5	TOTAL
RESEARCH & PLANNING	295.0	290.0	455.0	540.0	285.0	1,865.0
DEVELOPMENT OF FACILITIES AND PURCHASE OF EQUIPMENT	395.0	1300.0	1335.0	3675.0	3115.0	9,820.0
TOTAL CAPITAL EXPENDITURES	690.0	1590.0	1790.0	4215.0	3400.0	11,685.0
TOTAL CAPITAL PERSON-YEARS.	3.5	3.0	4.0	5.0	3.0	18.5
TOTAL OPERATION AND MAINTENANCE (O & M) EXPENDITURES	755.0	1250.0	1930.0	2110.0	2645.0	8,690.0
TOTAL O & M PERSON-YEARS****	6.8	13.1	18.3	21.9	28.6	88.7
TOTAL EXPENDITURES	1445.0	2840.0	3720.0	6325.0	6045.0	20,375.0
TOTAL PERSON-YEARS****	10.3	16.1	22.3	26.9	31.6	107.2

Notes: 1. **** may be staff or contracted work or a combination of both.

2. The forecasted expenditure levels are general at this point, and are intended to give Manitoba and local people a general idea of the types and magnitude of expenditures CPS is prepared to make. Adjustments would need to be made to reflect the details of a federal-provincial agreement. As well, notes on the more detailed capital and O&M tables indicate where consideration needs to be given to increased resources or changed phasing for some projects.

3. These estimates exclude resources currently expended by the CPS in northern Manitoba.

Operations and Maintenance:

Expenses for park operations and maintenance include salaries for approximately 89 person-years (over five years), totalling about $4.4 million. Goods and services such as aircraft charter, training, visitor services, travel, materials, supplies, fuel and other expenses associated with operating the park would add about another $4.2 million. There will be costs associated with the advisory committee as well, adding up to a total of $8.7 million for operations and maintenance. Resource management is included in this category.

Current CPS Manitoba North Budget:

For comparative purposes, the current Manitoba North budget is $480 200, with $299 000 of this allocated to salaries and $181 200 to goods and services.

ECONOMIC IMPACTS OF PARK ESTABLISHMENT

Some very preliminary estimates of the magnitude of economic impact that national park establishment might have upon the provincial and local economy were made in the "Report of the Socio-Ecomomic Technical Committee on the Feasibility of Establishing A National Park in the Churchill/Gillam Area" last winter. These have been refined based on the new park boundary proposal and additional information on park facility development, staffing, and estimates of the number of additional visitors a national park would attract to Churchill. Details about the economic projections are found in Technical Paper 4 in the Compendium.

Establishment of the park would generate expenditures from two main sources: the additional visitors directly attributable to the existence of the park and, more importantly during the first five years, the Canadian Parks Service's investments in infrastructure and the annual park operating and maintenance expenditures. These expenditures will in turn generate additional impacts in the form of employment opportunities and income in the Churchill area and in Manitoba.

Over the first five years following the establishment of the park, 189 person-years of employment will be generated in the Churchill area. Of this, 89 person-years will be on the CPS payroll. In the fifth year, it is estimated that 55 person-years of work will be created in the local area, of which 38.3 will be hired by CPS. Most of the work outside of CPS will be in construction, research and tourism services.

The park will also generate jobs outside of the local area, mainly in southern Manitoba. It is estimated that 320 person-years of work will be created outside of the local area during the park's first five years. Most of this work will be in the construction business, travel and tourism services, and various kinds of ecological, historical and socio-economic research.

The result of this increased employment and spending during the initial five year period and beyond would mostly contribute to the stability of the local economy.

Moreover, efforts will be made by the Canadian Parks Service to optimize local economic benefits through policies of hiring staff and purchasing goods and services locally whenever possible. Local communities will be notified of training and employment opportunities. Efforts will also be made to train local individuals in the skills necessary for the operation of the proposed national park (management, research/scientific, clerical, etc.).

THE CONTINUATION OF CURRENT ACTIVITIES IN THE PROPOSED PARK AREA

As noted in the May booklet, a few activities currently carried out by local people in the proposed park area are not alloved in the older established national parks. These include resource harvesting (primarily hunting and trapping by non-Treaty users, and gathering of plants and craft material), use of remote recreational cabins, ATV and snowmobile travel, and carrying of firearms for safety. All these activities are considered essential by local people for their continued enjoyment of and safety in the proposed park area. In view of this, CPS is committed to the continuation of these activities by local people after park establishment, provided that the park's natural and cultural resource values are not impaired. Certain conditions, explained in more detail below, will apply for each activity. Note that resource harvesting activities will eventually be phased out.

The continuation of these activities would be guaranteed in the federal-provincial park agreement. Terms and conditions for the activities could be covered in part in the agreement and in part in subsequent planning. The continuation of these activities would require amendments to the National Parks Act and Regulations. These would need to be explained in the submission seeking Cabinet's approval for the agreement, and in the Bill seeking Parliament's approval of the park. Any special provisions will be subject to Cabinet and Parliamentary debate. It is possible that some changes may be called for as a result - there can be no absolute guarantees about the outcome of this legislative process. Should Cabinet or Parliament reject or change the intent of provisions in the park agreement for the continuation of these activities, CPS will present the changes to Manitoba and regional residents and seek concurrence before proceeding with park establishment.

Who Is A Local User And Will There Be a Sunset Clause?

Criteria to be used in identifying eligible local users for the above activities will be developed by the LGD of Churchill, perhaps in concert with the Park Management Advisory Committee. People who reside outside of Churchill but regularly use the park may be considered as local users and would have to be identified. One example that might be pertinent to defining a local user is Gros Morne National Park in Newfoundland where people residing in or within a defined distance from the park at the time of its establishment, and their children, have maintained rights to harvest some resources within the park. Others who come later to reside in the area know of the park's existence and so do not have the same claim for special recognition.

CPS policy allows certain traditional resource harvesting uses to continue, but only for a finite period of time. This is an important principle for CPS because it achieves the objective of minimizing impacts on people resident in the area before park establishment. At the same time, it demonstrates a long-term commitment to manage the area consistent with internationally accepted standards of national park resource protection.

There is no standard time frame for phasing out the resource harvesting activities. It depends on local circumstances and the impact on park resources, and may vary for different activities. Time frames will be a subject for discussion by the Park Management Advisory Committee and be addressed in the park management planning process. To refer to the Gros Morne example again, those resident in the outlying communities around the park at the time the park agreement was signed have access to harvest some resources, under certain conditions, for their life time. Their children have the same privilege. This very long phase-out period, over a couple of generations, could be applied in Churchill.

Native Rights

Treaty rights of aboriginal people and resource harvesting activities such as hunting, trapping and fishing which are the subject of such rights will be honoured and will be allowed to continue indefinitely within the proposed national park area. This recognizes the special interest aboriginal people have in the area. Aboriginal people exercising these rights will be invited to participate in resource management considerations related to their activities.

In addition, aboriginal people have outstanding claims related to unresolved Treaty provisions. They might select lands from inside the proposed national park boundaries. Such claims will be handled by government through the normal negotiating process.

Permits For Local Uses - How Many Will Be Needed?

Concern was expressed that an array of permits will be needed by local people - one for each activity such as berry picking, gathering of plant material for local crafts, snowmobiling, ATV use, carrying firearms.... This would create confusion and inconvenience for those needing to obtain all these permits.

CPS will develop one permit to cover local people (to be defined by the Park Management Advisory Committee) for hunting, snowmobiling, limited ATV use, the carrying of firearms for protection from polar bears when in the park, berry picking, collecting cones and other craft material, and other gathering activities. These "local user" permits would be issued on an annual basis by the park superintendent to eligible applicants.

Separate permits would be required for trapping and fishing. As in other national parks, sport fishing in the proposed Churchill National Park would require a fishing permit. An annual fishing permit, which is good for all national parks, currently costs $10.

Recreational Cabins

Provincial officials are compiling a list of cabins within the proposed park that are primarily for recreation and "getting away" (i.e. not associated with a trapline). Cabins currently not authorized by the Province of Manitoba would be legitimized through granting of provincial licenses before transfer of lands to the Federal Government.

The Federal-Provincial Agreement allowing for the establishment of a national park will include provisions for CPS to buy cabins from the owners on a willing seller basis. For a period of time to be defined in the park agreement, likely 5 years, CPS would also assist the sellers to relocate personal property associated with the cabins.

Existing owners not wanting to sell their cabins to CPS will be allowed to continue to use them as they now do, under an annual permit administered by CPS. Environmental standards will be developed to discourage bear and pollution problems. The cabins would be for personal use only - renting the cabin nor rooms within it will not be permitted.

Cabin permits will not be transferable.

No new recreational cabins will be permitted within the park; however, basic public shelters for community and visitor recreational use may be built for safety since tenting is not feasible in an area frequented by polar bears.

If an existing cabin seems suitable as part of a potential cabin/lodge proposal for park visitors, the owner could submit a proposal for such a development (see park scenario). The proposal would be reviewed by CPS and the Park Management Advisory Committee, along with any other proposals for in-park facilities which might be run by local operators on a long-term lease basis.

Firearms

The Superintendent will provide permits for local people using the park to carry firearms for protection and for hunting as defined below. Current regulations allow for researchers and others engaged in park management to carry guns. Park visitors wanting gun protection would be encouraged to use the service of a guide.

Motorized Travel Within the Proposed Park

It was stated in the May 1990 booklet that recreational snowmobiling would be permitted within the proposed park provided that environmental protection is maintained. There is no change in this position. Designated routes may be considered in some areas. These routes will be worked out with input from the Park Management Advisory committee and discussed during the park management planning process.

Limited ATV use will be provided for access to specific sites or facilities important to local users, such as cabins. Travel corridors will be determined with the Park Management Advisory Committee. As noted in the May booklet, this activity will be carefully managed, especially in the months when there is no snow cover, to protect the environment from harmful impacts. The activity will be provided for in the local user permit.

Tundra buggies on polar bear tours will continue to operate under license within defined routes or corridors with emphasis placed on reducing environmental impacts.

Air access to selected unimproved landing strips will be alloved under landing permits issued by the park superintendent.

Snovmobile and some limited ATV travel within the proposed park will be permitted for the resource harvesting activities outlined in the following section.

Resource Harvesting

Trapping

Trapping will continue for some period of time, likely administered by the current provincial system of registered traplines (RTLs) under a co-operative wildlife management scheme to be worked out between the province and CPS. There will be close communication between CPS and provincial officials about who is trapping, and where, in the national park and the surrounding area.

CPS would prefer to reduce the level of trapping within the national park and will offer to purchase registered trapline permits on a willing seller basis, including cabins and other improvements. As now, however, those holding trapline rights could instead sell them to other eligible local people according to the existing administration.

Use is now made of the "open trapping area" to the south and east of Churchill by local people. As with the RTL's, users are required to obtain provincial permits. Eligible local users may continue this activity and use will likely continue to be administered by the province.

Hunting

Hunting within the park for domestic food consumption by local non-Treaty residents will be allowed to continue for some period of time. Certain zones within the park may be designated off-limits to hunting through the park management planning process. It is possible that any restrictions might apply only to certain species or be on a seasonal basis.

Eligible local residents wanting to hunt in the park will require both a provincial hunting license and a local user park permit.

Gathering

The local user permit will provide for gathering of flowers, berries, shellfish, fuel wood and other products of the land subject to protection of the park environment.

Research

There are two types of research that have been of interest during consultations related to the park proposal. These are research projects necessary or useful for park planning and management, and research for other purposes. The latter includes pure or benchmark research to add to the store of humankind's knowledge, such as some of the polar bear, snow goose and atmospheric projects that are being conducted or have been conducted in recent years.

Both these types of research will be permitted as long as they are compatible with CPS's mandate of protection of natural and cultural resources.

It would be helpful to have someone from the scientific community appointed to the Park Management Advisory Committee.

CPS Research

The Canadian Parks Service will conduct and encourage basic and applied research to meet its own requirements, and to contribute to the development of knowledge related to its mandate.

Establishment of the park would immediately lead to nev park related research opportunities that scientists and science programs could benefit from. For example, the preliminary park scenario calls for $700 000 to be spent on natural resource, archaeology and historic research to prepare a good data base and analysis of the park's natural and cultural resources. Much of this research would be carried out on a contract basis and scientists and science programs based in the Churchill area could benefit from some of the contract and sub-contract work. In addition, scientists with an interest in the Churchill area would benefit through access to CPS research that may have application to their own scientific interests. Over the longer term, there would be a continuing need for park related research, though likely on a much reduced scale.

Continuation of Other Environmental Research

It was stated in the May 1990 booklet that scientific research being carried out through the auspices of the Churchill Northern Studies Centre, the Canadian Wildlife Service and other agencies would be encouraged. There is no change in this position.

All research activities within the park, except those carried out by park staff, will require a permit. Examples of research permits are presented in the compendium of back-up information. Also attached are examples of Memoranda of Understanding between CPS and other research institutions (the Arctic Institute of North America, the University of Regina and the University of Manitoba) that might be applicable to the Churchill situation. These promote and facilitate cooperative research of interest to both CPS and the institutes.

National Research Council Rocket Range

CPS confirms its intention to continue to allov the recovery of payloads from within the proposed park area and has contacted the Canadian Space Agency to assure them that the reactivation of the Churchill Research Range would not be affected by establishment of the park. If there is to be a park, and if the range is to be activated, CPS will enter into a formal understanding related to rocket operations that would cover park visitor safety and environmental impacts of rocket and payload recovery. Such an understanding might be with the Canadian Space Agency, Manitoba, and/or with private enterprise users of the range facilities.

COMPENDIUM

BACKGROUND TECHNICAL PAPERS RELATED TO NOVEMBER 1990 REPORT ENTITLED

"A NATIONAL PARK IN THE CHURCHILL/YORK FACTORY AREA?"

November 1990

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5. Examples of Research Permits and Research MOU's

Technical Paper I

Forecasted Canadian Parks Service Expenditure Levels Associated with the Establishment of a National Park in the Churchill/York Factory Area

TABLE 1

FORECASTED EXPENDITURE LEVELS FOR A
NATIONAL PARK IN THE CHURCHILL/YORK FACTORY AREA

SUMMARY
(000'S) 1990 DOLLARS

CATEGORY	YEAR 1	YEAR 2	YEAR 3	YEAR 4	YEAR 5	TOTAL
RESEARCH & PLANNING	295.0	290.0	455.0	540.0	285.0	1,865.0
DEVELOPMENT OF FACILITIES AND PURCHASE OF EQUIPMENT	395.0	1300.0	1335.0	3675.0	3115.0	9,820.0
TOTAL CAPITAL EXPENDITURES	690.0	1590.0	1790.0	4215.0	3400.0	11,685.0
TOTAL CAPITAL PERSON-YEARS	3.5	3.0	4.0	5.0	3.0	18.5
TOTAL OPERATION AND MAINTENANCE (O & M) EXPENDITURES	755.0	1250.0	1930.0	2110.0	2645.0	8,690.0
TOTAL O & M PERSON-YEARS****	6.8	13.1	18.3	21.9	28.6	88.7
TOTAL EXPENDITURES	1445.0	2840.0	3720.0	6325.0	6045.0	20,375.0
TOTAL PERSON-YEARS****	10.3	16.1	22.3	26.9	31.6	107.2

Notes: 1. **** may be staff or contracted work or a combination of both.

2. The forecasted expenditure levels are general at this point, and are intended to give Manitoba and local people a general idea of the types and magnitude of expenditures CPS is prepared to make. Adjustments would need to be made to reflect the details of a federal-provincial agreement. As well, notes on the more detailed capital and O&M tables indicate where consideration needs to be given to increased resources or changed phasing for some projects.

3. These estimates exclude resources currently expended by the CPS in northern Manitoba.

TABLE 2

CAPITAL RESEARCH AND PLANNING
(000'S) 1990 DOLLARS

PROJECT	YEAR 1		YEAR 2		YEAR 3		YEAR 4		YEAR 5		TOTAL	
	$	CPY	$	CPY	$	CPY	$	CPY	$	CPY	$	CPY
1. Preparation of Interim Mgmt. Guidelines and Mgmt. Plan (salaries and expenses)	60.0	1.0					50.0	0.5	100.0	1.0	210.0	2.5
2. Basic Natural Resource inventory and analysis (salaries & expenses)		30.0	0.5	100.0	1.0	120.0	1.0	50.0	0.5	300.0	3.0	
3. Boundary Survey	5.0		5.0		100.0		140.0		5.0		255.0	
4. Public Participation (salaries and expenses)	50.0	0.5					50.0	0.5	50.0	0.5	150.0	1.5
5. Archaeology preliminary research and resource description			100.0	1.0	100.0	1.0	100.0	2.0			300.0	4.0
6. Historical research	50.0	0.5	50.0	0.5							100.0	1.0
7. Socio-Economic Research Management Plan input			25.0		25.0						50.0	
8. Market Research					50.0	1.0					50.0	1.0
9. Interim Public Safety Plan	50.0	0.5									50.0	0.5
10. Design and Project Management	80.0	1.0	80.0	1.0	80.0	1.0	80.0	1.0	80.0	1.0	400.0	5.0
TOTAL	295.0	3.5	290.0	3.0	455.0	4.0	540.0	5.0	285.0	3.0	1865.0	18.5

Note: Consideration will be given to increasing the funding for management planning, natural resource inventory and analysis and for public safety planning. As well, there could be some adjustment of project phasing (boundary survey moved ahead, for example).

TABLE 3

CAPITAL DEVELOPMENT OF FACILITIES AND PURCHASE OF EQUIPMENT

(000'S) 1990 DOLLARS

PROJECT	YEAR 1		YEAR 2		YEAR 3		YEAR 4		YEAR 5		TOTAL	
	$	CPY	$	CPY	$	CPY	$	CPY	$	CPY	$	CPY
1. Staff Housing (6 houses & furniture) Design @ $15.0 each Const. @ $160.0 each	45.0		525.0		480.						1050.00	
2. Warden Patrol Cabins (3)			50.0		50.0		50.0				150.0	
3. Visitor Reception Centre (VRC) and Administrative Facilities, at Churchill												
- Design					180.0						180.0	
- Construction							2000.0		1000.0		3000.0	
- Outdoor Activity Area									350.0		350.0	
4. Churchill and Gillam Interpretation Displays at airports ($20.0 each)									40.0		40.0	
5. Telecommunications			150.0		150.0						300.0	
6. Maintenance Compound at Churchill							1000.0		1000.0		2000.0	
7. Vehicles, boats, equipment	50.0		75.0		75.0		125.0		125.0		450.0	
8. Churchill Rocket Range commemoration and restoration							50.0		450.0		500.0	
9. Publications			50.0				50.0				100.0	

TABLE 3 (CONT'D)

CAPITAL DEVELOPMENT OF FACILITIES AND PURCHASE OF EQUIPMENT

(000'S) 1990 DOLLARS

PROJECT	YEAR 1		YEAR 2		YEAR 3		YEAR 4		YEAR 5		TOTAL	
	$	CPY	$	CPY	$	CPY	$	CPY	$	CPY	$	CPY
10. Visitor Access System - Studies	50.0		50.0								100.0	
11. Emergency/Public Shelters (4)			50.0		50.0		50.0		50.0		200.0	
12. Rehabilitation of disturbed area - Studies			100.0		100.0						200.0	
13. Initial trail development, and misc. visitor facilities							100.0		100.0		200.0	
14. Negotiate purchase of third party interest; miscellaneous expenditures related to negotiated conditions of park establishment	250.0		250.0		250.0		250.0				1000.0	
15. Additional facilities such as trails and towers and rehabilitation of disturbed areas to follow management planning												
TOTAL	395.0		1300.0		1335.0		3675.0		3115.0		9820.0	

TABLE 4

OPERATIONS AND MAINTENANCE (O&M)
EXPENDITURE ESTIMATES

(000'S) 1990 DOLLARS

PROJECT	YEAR 1		YEAR 2		YEAR 3		YEAR 4		YEAR 5		TOTAL	
	$	PY	$	PY	$	PY	$	PY	$	PY	$	PY
1. Salaries & Benefits @50.0/PY	330.0	6.8	625.0	13.1	905.0	18.3	1085.0	21.9	1420.0	28.6	4365.0	88.7
2. Goods and Services - Includes training, visitor services, aircraft charter, fuel, travel, materials, and supplies	400.0		600.0		1000.0		1000.0		1200.0		4200.0	
3. Advisory Committee	25.0		25.0		25.0		25.0		25.0		125.0	
TOTAL	755.0	6.8	1250.0	13.1	1930.0	18.3	2110.0	21.9	2645.0	28.6	8690.0	88.7

Notes: 1. $50.0 per person is used to estimate the full cost of one person-year regardless of the salary scale. This approximately covers allowances, benefits, and other costs related to maintaining a staff person in an isolated post.

2. Consideration will be given to increasing the above goods and services budget by about $200.0 annually to reflect budget costs related to staff rental accommodation, office space rental and furnishings.

3. CPS's Manitoba North 1990/91 O&M budget is $181.2 Goods and Services and $299.0 salaries.

Technical Paper 2

Proposed Outline for a Park Management Advisory Committee

Technical Paper 2

Proposed Outline for a Park Management Advisory Committee

Role

The purpose of a park management advisory committee would be to provide local representation on management and policy matters concerning the national park and the provincial Wildlife Management Area. Because of the importance of local people's relationship with the land, the committee would in particular have a strong role in matters related to traditional harvesting activities and other uses of the land.

Details on roles and responsibilities would be developed in a terms of reference for the committee to be prepared by CPS, Manitoba and local representatives, but some possibilities and examples can be outlined:

- provide advice to the Superintendent on issues related to the development and public review of the park management plan;

- review information and proposals related to the management planning program, including research and studies, zoning plan, physical development plans and projects, policies and strategies and to provide advice to the Superintendent on any matters arising from the review;

- identify appropriate training programs, especially at the local school level, and assist in identifying means to encourage local employment;

- advise on matters of an operational nature. More specifically, operational matters might include:

  - defining and identifying "local residents" for the purpose of renewable resource activities such as hunting for food, gathering renewable resources, trapping, and so forth;

  - developing a simple and efficient system of issuing seasonal permits to local residents for all in-park activities;

  - identifying general locations where park lodge/cabin operations and/or day use facilities might be feasible and providing input to criteria for assessing proposals;

  - assisting in development of criteria for issuing guide licenses;

  - commenting on ways of minimizing environmental impact to the tundra through such means as designating routes and standards of use for snowmobiles, ATV's, tundra buggies;

  - recommending guidelines for tour operators within the park area for public safety and to minimize environmental impacts;

- advising on all renewable resource harvesting activities including wildlife conservation and protection matters;

- assisting in development of criteria for park overflights and landings;

- advising on CPS regional marketing and tourism activities;

In order to work effectively, the development of a co-operative relationship between the advisory committee and national park and provincial Wildlife staff will be essential.

Authority

The park management advisory committee would make recommendations to the park Superintendent and/or the province as appropriate. There could be a provision in the committee terms of reference that where the Superintendent does not agree with a recommendation, or cannot implement it, then he/she must give reasons within a certain time frame and then the committee can respond. If a dispute cannot be resolved in this manner, then a second level for dispute resolution might be identified.

Structure

The advisory committee needs to be a manageable size (for example, 5 to 9) and its make up should ensure representation of a broad cross-section of community interests. The selection of a Chairperson is a most important decision, and careful thought needs to be given to the mechanism for selecting someone who is neutral and acceptable to all parties. All these details should be spelled out in the terms of reference.

Often, on such committees, the park Superintendent is an ex-officio non-voting member and the Chairperson votes only in the case of a tie.

Committee members might include representatives from the following (and others might be identified):

- town councils of Churchill and Gillam
- the local academic/educational organizations
- tour operators
- tourism and town business interests including the Chambers of Commerce
- environmental and recreation interests
- cultural interests
- trappers and hunters association
- native organizations and/or MKO
- research organizations and institutions including the Northern Studies Centre and Rocket Range

Technical Paper 3

A National Park in the Churchill Area: Potential Impacts on Tourism and the Economy - Preliminary Analysis -

Evaluation and Analysis Division
Socio-Economic Branch
Canadian Parks Service
October 1990

BACKGROUND

The purpose of this paper is to provide visitor use and economic impact information to answer concerns raised by local residents during recent public meetings held in Churchill.

The potential market segments a national park would appeal to are described and the potential number of additional visitors a national park would attract to Churchill has been tentatively assessed. The document also presents revised provincial economic impact estimates resulting from Canadian Parks Service's (CPS) proposed five year expenditure levels (which reflects the Working Group's recommended proposed park boundaries and a revised park development scenario). Finally, a preliminary estimate of regional economic impacts that a national park would bring to the community of Churchill is included.

Existing information sources on the community of Churchill, as well as social and economic studies undertaken during the 80s, were further investigated during the summer of 1990 and form the basis of the following analysis.

1. PROFILE OF VISITOR MARKET SEGMENTS

The proposed national park near Churchill and Gillam has outstanding natural, historic and wildlife features, which provide visitors with many opportunities for outdoor and cultural recreational activities. Wildlife - polar bears near Cape Churchill, belugas at the mouth of the Nelson and Churchill rivers and some 200 species of birds nesting throughout the area - is the area's most outstanding attraction. Additional tourism opportunities exist in the Churchill area. Tourists may visit York Factory, Fort Prince of Wales, the Eskimo Museum and other archaeological and historic sites in the area, as well as the surrounding forest-tundra.

The Town of Churchill and the surrounding region have become an important tourism destination over the past 10 years. Currently, packaged commercial tours are offered to the area and activities and services for tourists have been developed and are being enhanced, although limited promotional efforts have been undertaken to attract additional tourists.

1.1 Current Situation

At present, the area's natural and cultural resources appeal to a wide range of visitors. There are opportunities to see birds, whales, polar bears and historic sites at various periods during the tourism season. Whale watching is best in late June, July and August; polar bear sitings are more frequent in late October and early November, bird migrations occur in April-May and August-September. Attendance data for the two national historic sites suggest that most visitors to these facilities come in July and August. The seasonality of these attractions results in a series of of peaks, from early spring to late fall, in the number of visitors to the Churchill area.

During the 80s, several attempts were made to gather detailed visitor information. At least three surveys of visitors to Churchill and a number of socio-economic studies on transportation and tourism were conducted.

Although available visitor use data are incomplete and results from various studies are inconsistent, presentation of a preliminary profile of visitors and market segments is possible. Forecasts of visitor use are also presented. The general characteristics of visitors to Churchill were extracted from surveys conducted in 1982 and 1985.

As of 1985, approximately 60% of visitors to Churchill were residents of the USA, 37% came from Canada, and only 3% were from other countries. The predominant age group is made up of people 55 and over (54%). Most visitors travelled by plane (56%) with the remaining coming by train. The greatest proportion of parties (42%) were made up of groups of five or more. The second most frequent party size was two (30%). A typical visitor to Churchill stayed at a hotel or motel for less than three nights. The main reason stated by visitors for taking their trip was vacation (63%).

Visitors participated in various activities while in the region, of which the most popular were shopping (72%), vieving wildflowers (70%) and visiting Fort Prince of Wales (56%). In addition, 50% of the visitors took a tundra buggy tour, the same number took a bus tour of the town and its surrounding area, 32% vent whale watching, 23% went to Cape Merry, and 24% vent bear watching. Unfortunately these results do not cover the spring bird watching season.

The Churchill area appeals to three identifiable groups or market segments: the general sightseer market, the non-consumptive outdoor traveller and the outdoor consumptive traveller (sport hunters and fishers). As a national park in the Churchill/Gillam area would appeal mostly to the first two market segments, the following assessment of the possible effects of a national park on tourism is restricted to these.

1.2 The Sightseer

The sightseeing market is made up of independent travellers and, to a lesser extent, guided tour groups. On average, these visitors travel in small groups comprised mostly of retired people and professionals. They attend special events and visit historic and cultural attractions. They enjoy impressive landscapes and are interested in experiencing the natural environment, provided that the activities they participate in are safe, well packaged and comfortable. These individuals generally expect high quality tourism products and services.

The establishment of a national park would increase the number of this already significant segment of visitors, mostly as a result of the

higher profile of Churchill as a tourism destination. Three elements of the park proposal are likely to appeal to these visitors.

First, the activities that would be offered in the proposed Visitor Reception Center (VRC) - exhibits, films, talks, star and northern lights observation - suit the expectations and the level of involvement that these people are looking for. The vast majority of this market segment would likely visit a joint VRC/local visitor information bureau and participate in some park related activity there.

Second, "well packaged" air tours would likely be an attractive product for the small portion of individuals in this group who have a greater interest in a closer/different contact with the land and the wildlife. Since general sightseers tend to be older, avoid risks and wish to have a comfortable experience, factors such as the type of aircraft used, the length of the excursion, the activities offered at the various landing sites, and the cost of such a trip would be determinant factors influencing the demand for this service.

Thirdly, a lodge/cabin in the park area would offer an alternate accommodation for those visitors wishing to experience the tundra in a comfortable setting. Considering the short length of stay of the sightseeing visitors and their interest in the history/culture of the region, these visitors would be unlikely to spend more than one night outside Churchill in order to allow time for the array of activities they wish to participate in. The presence of this lodge/cabin could attract a small number of new visitors to Churchill, but would slightly ease the pressure on tourist services (mostly accommodation) that is already felt in town during the peak season.

1.3 The Non-Consumptive Outdoor Traveller

The non-consumptive outdoor travel market is a smaller segment of tourists interested primarily in activities related to the natural environment. In order to fully understand this segment, this group had to be divided into sub-segments based on the level of adventure and risk individuals are seeking, and on the amount of experience required prior to engaging in various activities.

1.3.1 Casual Adventure Travellers

Casual adventure travellers are the "entry-level" adventurers experimenting with new destinations, new ways of travelling and with challenging outdoor activities. They take short trips to acquaint themselves with the activities and to test their enjoyment of them. They are typically less than 25 or over 45 years old, concerned with safety and likely to require the services of guides or experts.

These visitors form the prime market that a national park would reach. The existing tundra buggy tours and possible air tours could, combined with the proposed observation towers, lodge/cabin and public shelters,

permit an overnight stay in the park. Such combinations allow the development of new ways to enjoy the land and its wildlife. The presence of a primitive lodge and public shelters would also slightly offset part of the pressure of more visitors on tourist services offered in Churchill. The establishment of a national park reserve would result in greater numbers of visitors in Churchill, but with a possibly more even distribution throughout the tourism season.

Proper "packaging" of these new ways of enjoying the area would be essential and could raise Churchill's ability to market itself as an adventure travel destination. The less strenuous and less risky outdoor activities offering a thrilling yet safe experience led by a knowledgeable guide could successfully attract a large number of visitors from this sub-segment. The same type of activities would also appeal to the committed adventure travellers.

1.3.2 Committed Adventure Travellers

Committed adventure travellers are the most affluent and fastest growing segment of the North American market. They are fitness conscious, in middle to upper income brackets, between 30 and 60 years of age, have at least some post-secondary education and usually live in urban and sub-urban areas. They regard adventure more as a growing and learning experience than as a thrill, are increasingly willing to travel further into the wilderness and switch their activity and destination from one trip to the next.

A large portion of this sub-segment is described as "soft adventurers", referring to their desire to participate in outdoor recreation but also have the comforts of urban living - i.e. quality accommodation and dining.

Greater numbers of this more sophisticated market segment could be attracted by Churchill tour operators. As in the case of the casual adventurers, the increased accessibility of the proposed park area would be an asset on which to base the enhancement of existing tourism products and the development of new ones.

1.3.3 Expert Adventure Travellers

Expert adventure travellers are mastering a sports-related skill or are knowledgeable about a topic (e.g.. birds, wildlife, other cultures). For this group, the main incentive for a trip is the fine tuning of that skill or knowledge. These individuals usually belong to clubs and subscribe to specialty magazines. They tend to travel to destinations that offer rare or unique experiences.

The "sports enthusiast" portion of this segment are younger, have less disposable income, are more inclined to "rough it", seldom take organized tours and spend less while on vacation. On the other hand, those who are pursuing a greater knowledge of a given subject are somewhat older and are often taking specialized tours like those organized by ornithological associations.

The "greater knowledge" segment of visitors include those individuals who presently visit Churchill for scientific purposes, as well as those who go north specifically for the observation of migratory birds, whales, bears and other wildlife. The installation of vieving towers and public shelters in the proposed park would appeal to this specialty market segment.

The impact of a national park on the sports enthusiast sub-segment of visitors resides mostly in the publicity Churchill would gain in the years following its establishment. Few of these individuals are believed to visit Churchill at the present time. Opportunities for dog sledding, backpacking, canoeing and cross-country skiing are examples of activities the park would offer to this group. An increase in the number of these expert adventurers would not, however, have a significant impact on Churchill. Indeed, aside from the occasional hiring of a local guide, the rental of equipment or the use of transportation services, this kind of visitor typically uses the closest town only as a starting and/or ending point for their expedition.

2. PRELIMINARY FORECAST OF NUMBER OF VISITORS

2.1 Limitations of the Forecasts

The quantitative assessment of market potential and the forecasting of the number of visitors can only be done reliably if there is a well defined tourism product. At this point in time, evaluating the effect of the establishment of a national park on tourism in the Churchill area is at best a tentative exercise for the following reasons:

1. The proposed park facilities are only some of the ways the park could be developed and are subject to environmental review and feasibility assessment;

2. There is potential for an array of national park-related tourism products that can only be realized through the development, packaging and marketing of these activities. Since the level of development of these products is dependent on private enterprise, it is very difficult to evaluate their impact at this time;

3. Some of the tourist facilities presently offered in Churchill are at full capacity during the peak (polar bear) season. An expansion of these services is required for the community of Churchill to fully benefit from the establishment of a national park; and,

4. As previously reported by the Tourism Technical Committee, available data on tourism in Churchill is incomplete and sometimes incoherent.

As a result, the forecasted number of visitors presented below should be viewed as preliminary estimates only and should be used with extreme caution.

2.2 Current Numbers of Visitors - Assumptions and Results

Transport Canada indicates that 31 600 passenger movements were registered at the Churchill airport in 1989. Using a calculation method similar to the one used by Marshall, Macklin, Monahan (Transportation Study, 1985) and data obtained from previous visitor surveys, the number of visitors to Churchill in 1989 was estimated based on the following assumptions:

- 37% of airport users are "passing through" on the way to their final destination;
- all other visitors use the airport twice during each trip to Churchill;
- 4000 movements are generated annually by residents;
- of those movements by non-residents, 1/3 are for business and 2/3 are by other visitors;
- 54% of visitors to Churchill (including business visitors) come by plane;
- same-day visitors to Churchill are considered tourists and their number is assumed to have remained constant since 1984 at 1250 per year;
- the number of individuals staying with friends and relatives in Churchill is assumed to have remained at 400 per year since 1984. They were excluded from the analysis since this group would not be affected by the establishment of a park;
- it is assumed that the relative proportion of visitors coming by train and by air has remained unchanged over the five year period.

It is estimated that approximately 9700 people visited the Churchill area during a pleasure trip (excluding those visiting friends and relatives) in 1989. By comparison with the 1984 estimate of 9050 visitors (Marshall, Macklin, Monahan; 1985), this new estimate indicates an overall increase of 650 visitors. This is an average rate of increase of 1.1% per year, which is not far below the rate of increase predicted in the Transportation Study's "No Promotion" scenario. It appears that during the 1984-1989 period, few new tourism products were developed and only limited promotional efforts were undertaken. This explains the low level of growth of the tourism industry in Churchill during this period.

2.3 Visitor Projections - Assumptions and Results

It is difficult to analyze with a high degree of confidence the effects a national park would have on tourism in Churchill. In order to avoid the uncertainty surrounding the level of development of the

park area, three different scenarios and three visitor projections were prepared for a ten-year period. Two of these scenarios involve the establishment of a park. The effect of these respective "with a park" scenarios on tourism was assessed based on changes in the number of visitors observed following the establishment of other natural parks. The detailed results for each of the scenarios are presented in Table 1.

2.3.1 Scenario 1: "Without a Park"

In this scenario, it is assumed that the conditions observed during the 1984-1989 period would remain unchanged since few major tourism product developments or intensive promotional efforts are known to be planned for the near future. In other words, without a park in the region, the current yearly rate of increase of 1.1% in the number of visitors to Churchill and the area would likely continue for the next ten years. It is estimated that approximately 10 700 individuals would visit Churchill during year 10 of this scenario.

2.3.2 Scenario 2: "With a Park" - Basic Services

In this scenario, only minimal services to visitors would be developed in the park area and no private sector initiative would be taken to develop a lodge or additional tourism products. Under these circumstances, the impact of a park on tourism would result from the increased publicity and the improved image Churchill would gain from the presence of a park in the area and from the promotion done by CPS.

The attached graph (FIG. 1) shows clearly that under this scenario, the impact of the park would be most important during the second and third years following its creation when 200 and 300 additional visitors respectively would come to Churchill. This increase would result from the publicity that usually surrounds the announcement of a new national park. The predicted long-term effect, however, is a small increase in the growth rate of tourism. A park with basic services could attract approximately 3800 additional tourists to Churchill over a 10 year period. By year 10, the tourism growth rate would have stabilized around 1.7% per year and approximately 700 additional visitors would come to Churchill that year as a direct consequence of the presence of a national park.

This constitutes the most conservative estimate of the impact of a park on the flow of visitors to Churchill. It is assumed that these visitors would visit Churchill according to the present distribution of visitors between the different tourism seasons. Under this scenario, the length of stay of visitors in the town is assumed not to be affected significantly.

2.3.3 Scenario 3: "With a Park" - Additional Development

In this scenario, all of the proposed facilities and services described under "Visitor Activities and Park Facilities Concept" would

FIGURE 1

CHURCHILL VISITOR FORECAST

YEAR 1 TO 10

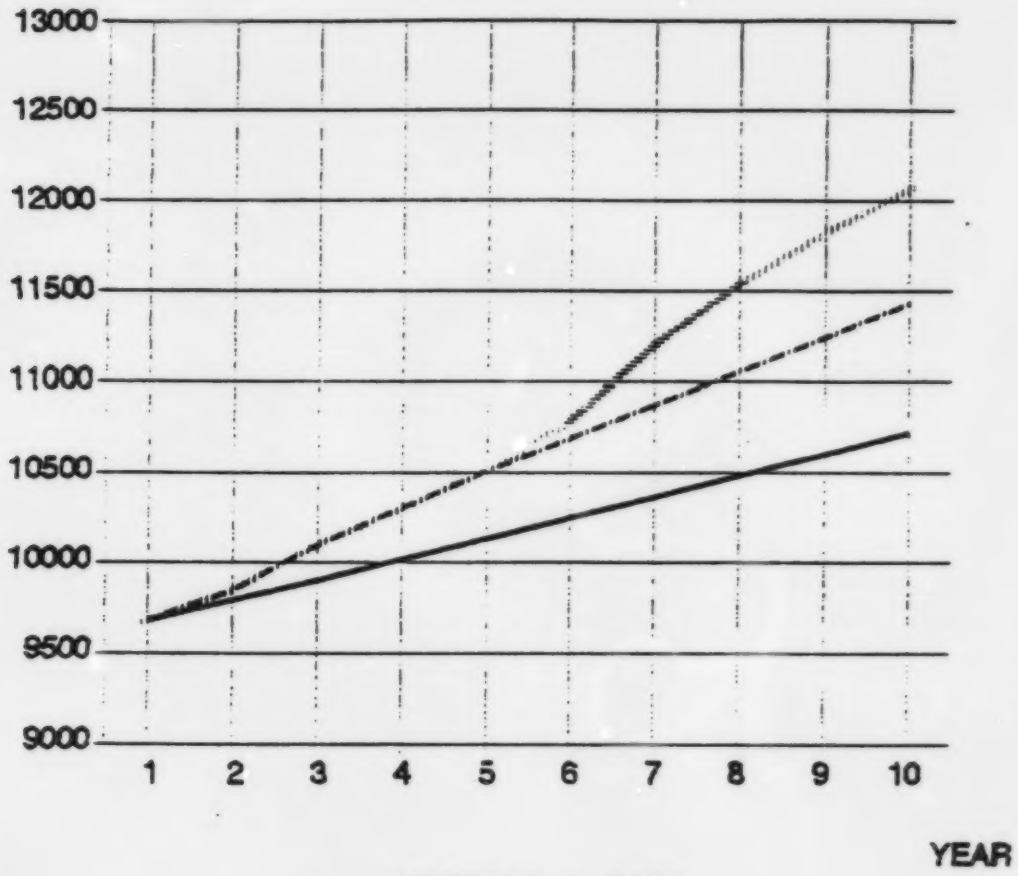


TABLE 1

PROPOSED CHURCHILL NATIONAL PARK
VISITOR FORECAST - TOWN OF CHURCHILL
YEAR 1 TO 10

YEAR	NUMBER OF VISITORS				
	WITHOUT A PARK	WITH A PARK BASIC SERVICES	NET IMPACT BASIC SERVICES	WITH A PARK FULLY DEVELOPED	NET IMPACT FULLY DEVELOPED
1	9,700	9,700	0	9,700	0
2	9,800	9,850	50	9,850	50
3	9.900	10,100	200	10,100	200
4	10,000	10,300	300	10,300	300
5	10,150	10,500	400	10,500	400
6	10,250	10,700	450	10,800	550
7	10,350	10,850	500	11,200	850
8	10,500	11,050	600	11,550	1,050
9	10,600	11,250	650	11,850	1,200
10	10,700	11,450	700	12,100	1,350
TEN YEAR TOTAL	101,950	105,750	3,800	107,850	5,900

NOTE: Ten year total may not be equal to column total due to rounding

be in place at the end of year five of park development. This includes a lodge, public shelters, vildlife observation towers and limited trails in the park area, as well as the visitor reception center, and an overflight tour service.

With the development of these facilities and services taking most of the first five years following the announcement of the creation of a park, it is anticipated that, for this initial five-year period, the number of visitors to Churchill would not differ from the level forecasted under the basic services scenario. However, it is predicted that once the park is fully operational (year 6 to 10), the new opportunities available to tourists (especially the possibility of staying overnight in the park area) and CPS's marketing program would increase the tourism growth rate to 3.9% in year 6 before stabilizing around 2% at the end of the ten-year period. This would result in the addition of 2100 visitors (over the second five-year period) to the number predicted under the base scenario.

Table 1 shows that a park with additional development could help attract 12 050 visitors to Churchill in year ten, out of which 1350 would be attributable to the presence of the park. Over the ten-year period, 5900 additional visitors would go to the area if a national park was established and additional facilities and services were put in place.

2.4 Additional Considerations

A national park will attract additional tourists who would likely not visit northern Manitoba in the absence of a national park. The most outdoor oriented of these visitors will stay for a longer period of time in the Churchill/Gillam area than most tourists do today.

While a park with additional development (Scenario 3) has the potential to attract more visitors than a less developed one, the estimates presented in this analysis describe the minimum effect of a park. In fact, the potential impact of a park and tourism would be in the hands of the people of Churchill. A national park would bring new ways of accessing and experiencing northern Manitoba. It would, therefore, be an asset on which the people of Churchill could base future tourism developments.

If new wilderness tours, day outings and other activities are developed to take full advantage of the new facilities and aimed at those visitor market segments holding the greatest potential, it is believed that Churchill and the proposed national park have a much larger potential to attract tourists to the area than that forecasted in this paper. Realization of this potential depends to a large extent on the degree to which the community wants to increase tourism, and during which season.

The proposed park could contribute positively towards community-based tourism development in the Churchill region. Additional visitors also

mean that the expansion or development of facilities and services would be required to receive and serve park visitors in the town of Churchill. It would also encourage the growth of private guiding and outfitting enterprises because of the danger of visiting areas frequented by polar bears. This could lead to the development by local residents of specialized touring and backcountry guiding skills which could then be applied to other tourism activities outside the proposed park.

It is also worth noting that if the proposed national park were to be included on the World Heritage Site (WHS) list, it could result in even more additional visitors. The Australian Heritage Commission has previously indicated to CPS officials that the designation of a site on the World Heritage Site list contributed to the success of their promotional strategy. Officials at UNESCO (United Nations Educational, Scientific, and Cultural Organizations) and IUCN (International Union for Conservation of Nature and Natural Resources) have confirmed the occurrence of similar situations worldwide, particularly with recently created national parks (also designated as WHSs) which are not as well known as the Great Barrier Reef Marine Park and the Galapagos Islands (other WHSs). Mesa Verde National Park in the United States is an example of a park which has benefited from the international prestige associated with inclusion of the list. A 1987 report by the CPS that most of the additional visitor-days associated with the establishment of a National Park Reserve on South Moresby Island would be the result of its development as a world class attraction and its designation as a World Heritage Site.

The additional visitors who would travel to the region to visit the park would contribute to increasing the visibility and stability of existing businesses through the purchase of goods and services. Increased business income would allow businesses to operate closer to capacity and therefore be more viable, since a diversified choice of activities for visitors would help to extend the tourist season. An extended season would have positive repercussions for businesses involved in tourism since many visitors would be in need of outfitting and transportation services to and from the proposed park during the summer months.

The establishment of the proposed park would represent an important step towards the further development of Churchill's tourism industry. A national park might encourage further development of commercial packaged tours and would contribute to the development of required tourism infrastructure. As such, the proposed national park would be complementing and strengthening the existing tourism industry in the region.

3. PRELIMINARY LOCAL ECONOMIC IMPACT ESTIMATES OF PROPOSED CANADIAN PARKS SERVICE SPENDING ASSOCIATED WITH THE PROPOSED NATIONAL PARK

The establishment of a national park in the Churchill region would have a positive economic effect on the community of Churchill and would contribute to the development of a sustainable economic base. The economic impact will stem from two sources:

1. Expenditures made by the additional visitors attracted by the park; and, more importantly during the first five years,

2. CPS expenditures to develop facilities, provide visitor services and operate the park.

These expenditures will in turn generate direct, indirect and induced impacts in the form of employment and business opportunities in the Churchill area and in Manitoba.

Useful Definitions:

Direct impact refers to the increased income to Churchill businesses and individuals resulting from a greater demand for goods and services in Churchill stemming from park development, planning and research projects. **Indirect impacts** result from the increased production by Churchill businesses who supply intermediate products to industries directly involved in park related projects. **Induced impacts** result from those who gained income from the park-related projects re-spending their income into the economy to purchase goods and services.

Labour income includes the amount of wages and salaries paid to individuals; **gross domestic product** includes labour income and the net income of incorporated businesses (it represents the value of production resulting within defined geographical boundaries); a **person-year of employment** is the equivalent of one year of work for one person (for example, three individuals working for a four-month period would equal one person-year, or five person-years could represent one individual holding a full-time position for five years).

Although the economic impact results are presented in detail in the next two sections as well as in two diagrams (See Figs. 2 and 3), it is important to provide an indication of where the proposed CPS and attributable visitor expenditures are likely to be made. Table 2 provides a preliminary estimate of the geographical distribution of expenditures by sources of impact associated with the establishment of a national park. Of total park-related expenditures of $20 million,

nearly 45%, or over $9 million are to be spent within the community of Churchill (it has been assumed that all of the forecasted CPS expenditures will be spent within the Province of Manitoba). This was calculated based on assumptions about the ability of the local region to absorb park-related expenditures and previous CPS spending patterns in Manitoba North.

In calculating local expenditure estimates, it must be pointed out that the degree to which local businesses respond to the opportunities presented by a park cannot be accurately determined at this time due to the uncertainty surrounding the capability of local firms to handle increased work over a short period of time (five years). The figures presented below are, therefore, conservative estimates.

The following sections (3.1 - 4.4) discuss each source of economic impact listed in Table 2 and Figs. 2 and 3. These expenditures were used to derive an estimate of the potential economic contribution of the national park proposal to the local and provincial economies during the first five years of its establishment.

TABLE 2

GEOGRAPHICAL DISTRIBUTION OF FORECAST EXPENDITURES
NATIONAL PARK PROPOSAL
FIRST FIVE YEARS

AREA	CHURCHILL/ GILLAM (LOCAL)	MANITOBA (PROVINCIAL)
Sources of impact		
Payment of wages and salaries (O&M)	$ 4 365 000	$ 4 365 000
Purchases of goods and services (O&M)	$ 1 050 000	$ 4 200 000
Sub-total (O&M)	$ 5 415 000	$ 8 565 000
Research and Planning (capital)	$ 1 073 000	$ 1 863 000
Park Development (capital)	$ 2 203 000	$ 8 850 000
Sub-total (capital)	$ 3 276 000	$10 713 000
Visitor Expenditures (additional)	$ 353 000	$ 986 000
TOTAL	**$9 044 000**	**$20 264 000**

Note: Expenditures made in the Province of Manitoba include those anticipated to be made in the Churchill/Gillam region.
Source: Canadian Parks Service, Socio-Economic Branch

3.1 Economic Impacts from Local Payment of Wages and Salaries to CPS Employees

Approximately $4.4 million is planned to be paid as wages and salaries to CPS employees over the five year period (as outlined in the proposed park development scenario). It is estimated that, of this amount, 37% will be paid to non-local residents (i.e. people who have moved to Churchill to work for CPS). Non-local residents, who are expected to fill many senior positions, would probably contribute less to the economy of Churchill than local residents. Previous regional economic impact studies have shown that local residents usually consume more goods and services locally than non-local residents. In spite of this, the above payments will be the single greatest source of positive economic impact to the Churchill area.

Over the first five years following the establishment of the park, direct and indirect impacts resulting from the wages and salaries paid to CPS employees are expected to total an estimated 120 person-years of employment (i.e. about 31 person-years of employment will be indirectly generated in addition to the 89 person-years directly accountable to CPS) and $5.4 million in labour income (i.e. an additional $1.0 million to the amount paid as wages by CPS) in the Churchill region. In other words, the $4.4 million paid by CPS as wages and salaries will spin off an extra $1.0 million in labour income and 33 person-years in Churchill over five years. In the final year of the park development scenario, the corresponding impacts are expected to be almost 40 person-years of employment (CPS positions account for about 28 of these) and $1.8 million in labour income.

3.2 Economic Impacts from Local Purchase of Goods and Services

A preliminary estimate of the local spending resulting from the purchase of goods and services has been derived from an analysis of Canadian Parks Service's spending patterns in Churchill (Manitoba North). The analysis has shown that approximately 25-30% of all park purchases of goods and services during the 1988-89 fiscal year were made locally. Using the lowest figure (25%), it is estimated that over $1 million would be spent by CPS in the community of Churchill during the first five years.

These expenditures would contribute to improving the viability of some existing local businesses and are expected to support five person-years of employment and about $160 000 in labour income over the five-year period (an annual average of one person year).

3.3 Economic Impacts from Local Spending for Capital Developments

Expenditures for park visitor and administrative support facilities (including research and planning studies) are usually greater in the early years of park development. Indeed, the proposed park development scenario indicates that over $10.6 million is planned to be spent during the first five years of park establishment.

Of this amount, an estimated $3.2 million is expected to be spent within the community of Churchill - almost $2 million worth of construction activity (for example, staff houses) by local firms and $1.2 million as wages and salaries for park planning and development projects over the five-year period.

Only $2.0 million out of almost $8.0 million worth of park-related construction projects is slated for local firms. This is due to the short period of time during which the proposed park would be developed and the limited capability of local enterprises to undertake many capital projects simultaneously. The balance, $5.8 million worth of construction, will be done by businesses in southern Manitoba. These "leakages" could potentially be reduced if the park development was to occur over a longer period of time than five years.

Of the $1.2 million slated for payment of wages and salaries for park planning and development projects, 67% of this amount is anticipated to be received by non-local residents due to the shortage of local expertise required to undertake technical studies (resource inventory, archaeological and historical research, marketing, etc.).

The estimated $3.2 million spent locally would contribute a total of 59 person-years of employment and $2.4 million of labour income on the Churchill economy over the first five years of park development. These impact estimates include the direct as well as the indirect and induced effects.

3.4 Economic Impacts from Local Visitor Expenditures

As a result of the park establishment, it is estimated that the number of visitors to the Churchill area would increase by approximately 950 over the five-year period. Preliminary estimates of local spending made by these additional visitors amount to $350 000.

These expenditures are estimated to support five person-years of employment and create over $150 000 in labour income in the hospitality and service sectors of the Churchill economy over the first five years. This represents a very small impact compared to CPS's proposed level of expenditures. However, the larger potential local economic impacts that might result in subsequent years have not been calculated at present due to the uncertainties associated with the visitor use forecasts.

3.5 Total Local Economic Impacts (see Table 3)

During the first five years following the establishment of the park, approximately $9.1 million would be spent in the community of Churchill from additional visitor expenditures and from Canadian Parks Service's operating, maintenance and capital expenditures over the first five years.

This will result in an estimated $8.1 million in labour income and 189 person-years of employment. During the fifth year of the scenario, local economic impacts of $2.3 million in labour income and 55 person-years of employment are predicted.

During this initial five year period, it is expected that most of the local impact generated would be from park operation and maintenance expenditures and particularly from the payment of wages and salaries to employees in Churchill. Approximately 37% of the estimated payment of wages and salaries will be received by non-local residents who will nevertheless be spending a portion of their salaries in the community of Churchill.

Local economic impacts would continue well beyond the first five years of park establishment through ongoing park operation and maintenance expenditures, as well as increasing visitor spending which has potential to grow over the next decade. However, capital expenditures would decrease significantly after the first five years.

The proposed park will support additional employment opportunities in the study area and will contribute to the growth and viability of local businesses. The planned yearly requirements of approximately 29 additional direct person-years of employment (full-time positions) solely in the operation and management of the park (by year 5) and the forecasted influx of money during the first five year period and beyond would contribute greatly to the stability of the local economy.

Moreover, efforts will be made by the Canadian Parks Service to optimize local economic benefits through policies of hiring staff and purchasing goods and services locally whenever possible. Local communities will be notified of training and employment opportunities. Efforts will also be made to train local individuals in the skills necessary for the operation of the proposed national park (management, research/scientific, clerical, etc.).

TABLE 3

ECONOMIC IMPACTS OF THE NATIONAL PARK PROPOSAL ON THE CHURCHILL ECONOMY FIRST FIVE YEARS

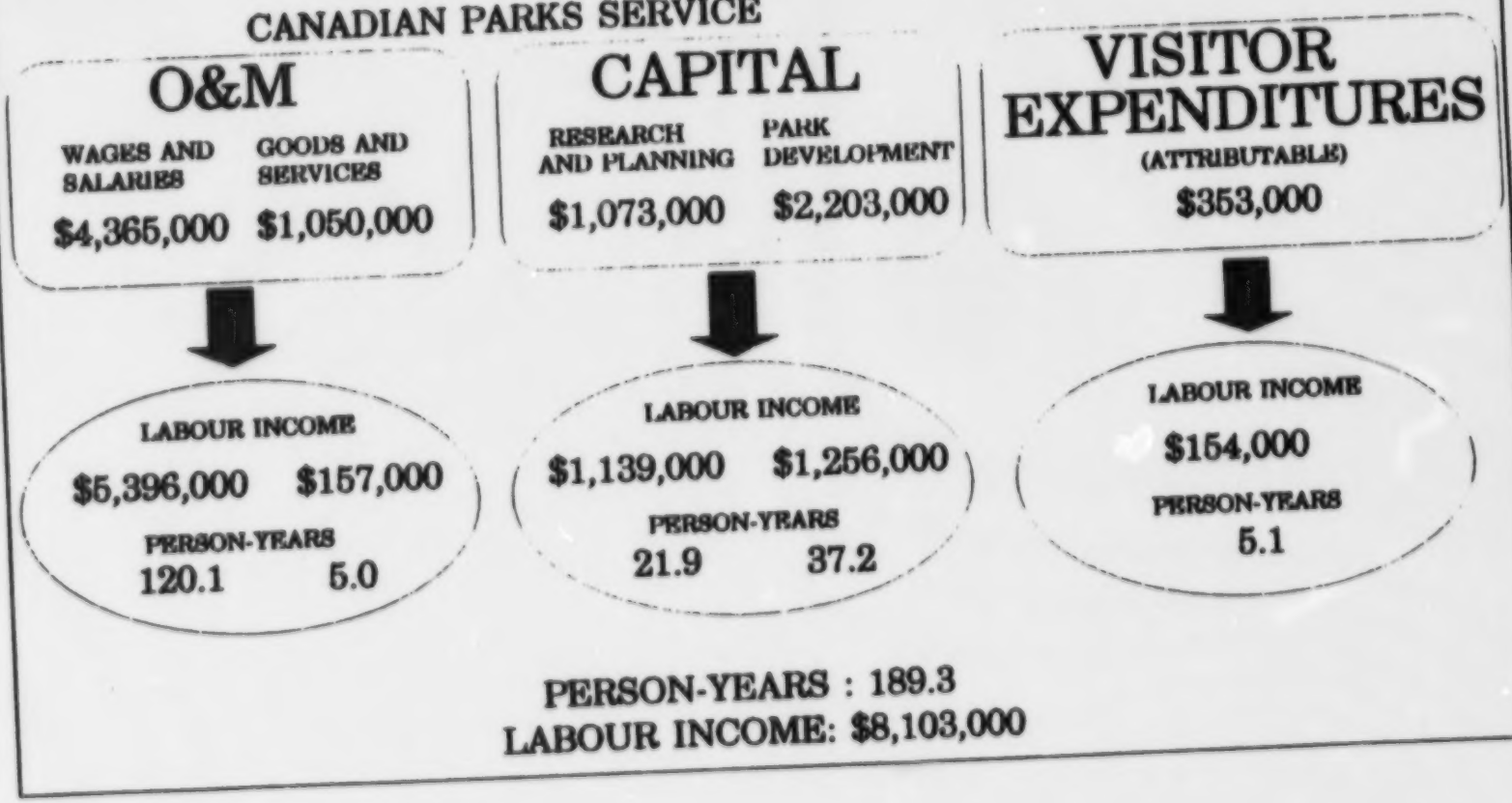
TYPES OF IMPACT	LABOUR INCOME	EMPLOYMENT (person-years)
Sources of impact		
Payment of wages and salaries (O&M)	$ 5 396 000	120.1
Purchases of goods and services (O&M)	$ 157 000	5.0
Sub-total (O&M)	$ 5 553 000	125.1
Research and Planning (capital)	$ 1 139 000	21.9
Park Development (capital)	$ 1 256 000	37.2
Sub-total (capital)	$ 2 395 000	59.1
Visitor Expenditures (additional)	$ 154 000	5.1
TOTAL	**$ 8 103 000**	**189.3**

Note: Total impacts include the direct, indirect and induced effects on the Churchill economy resulting from anticipated gross expenditures. Total impacts are respectively measured in person-years of employment or labour income.

Source: Canadian Parks Service, Socio-Economic Branch

FIGURE 2

CHURCHILL NATIONAL PARK PROPOSAL
CHURCHILL EXPENDITURES AND ECONOMIC IMPACTS
FIVE YEAR ESTIMATES



PERSON-YEARS : 189.3
LABOUR INCOME: $8,103,000

4. PROVINCIAL ECONOMIC IMPACT ESTIMATES OF PROPOSED CANADIAN PARKS SERVICE SPENDING ASSOCIATED WITH THE PROPOSED NATIONAL PARK

In addition to the preliminary local economic impacts presented in the previous section, additional economic impacts would occur outside of the Churchill region. The southern regions of the province of Manitoba would also benefit from park establishment primarily during its development (construction of major facilities). The following provincial economic impact estimates are based upon CPS forecasted spending and attributable visitor expenditures over the five year period (see Table 2 and Fig. 3)

4.1 Provincial Economic Impacts from Park Operations and Maintenance Expenditures (Payments of Wages and Salaries and Purchases of Goods and Services)

It is estimated that $4.4 million will be paid to CPS employees over the first five years of park establishment. The annual expenditures for salaries is expected to remain at approximately $1.4 million in subsequent years. Purchases of goods and services required to operate and maintain the proposed park is estimated at $4.2 million for the first five years. In future years, it is expected to cost $1.2 million a year. The direct, indirect and induced economic impacts resulting from CPS's operation and maintenance expenditures will total an estimated 210 person-years of employment and $6.9 million in labour income in the Province of Manitoba. It was also estimated that $8.4 million of Manitoba's gross domestic product would be associated with the above-mentioned expenditures. These amounts include the person-years and labour income generated in the Churchill area.

4.2 Provincial Economic Impacts from Spending for Capital Developments

Capital investments are planned to amount to approximately $10.6 million during the first five years of which $1.7 million are associated with research and planning activities. These major investments will generate almost 275 person-years of employment and $6.6 million in labour income in the Province of Manitoba over the first five years of park development. This represents 45% of the total impacts resulting from all sources (greater in importance than the park operation and maintenance expenditures). However, the importance of this source of impact will be reduced considerably after five years when the park development phase is completed. This source will once again gain in importance when there is a need for recapitalization. This is unlikely to occur before at least 30 years.

4.3 Economic Impacts from Visitor Expenditures

Preliminary estimates of provincial spending made by additional visitors resulting from the establishment of a national park in the Churchill area amount to slightly less than $1 million. This will in turn support close to 25 person-years of employment in Manitoba.

4.4 Total Provincial Economic Impacts (see Table 4)

During the first five years following the establishment of the park, approximately $20.1 million would be spent in the Province of Manitoba. Approximately $10.6 million would be spent to develop facilities for the park. These will be located in Churchill and the park area. An additional $8.6 million would be spent on park operation and maintenance and almost $1 million would be spent by visitors in Manitoba.

Based upon this forecasted influx of money into the economy of Manitoba, preliminary estimates show that approximately $13.9 million worth of labour income and 509 person-years of employment would result from the establishment of a national park reserve during the initial five years. Beyond this initial period, approximately $2.2 million worth of labour income and 66 person-years of employment annually would result from recurring operating and maintenance expenditures.

TABLE 4

ECONOMIC IMPACTS OF THE CHURCHILL NATIONAL PARK PROPOSAL ON THE MANITOBA ECONOMY FIRST FIVE YEARS

TYPES OF IMPACT	LABOUR INCOME	MANITOBA GDP	EMPLOYMENT (person-years)
Sources of impact			
Payment of wages and salaries and purchases of goods and services (O&M)	$ 6 885 00	$ 8 408 000	210.8
Research and Planning (capital)	$ 1 688 000	$ 2 005 000	44.9
Park Development (capital)	$ 4 872 000	$ 6 418 000	229.5
Sub-total (capital)	$ 6 500 000	$ 8 423 000	274.4
Visitor Expenditures (additional)	$ 493 000	$ 704 000	23.7
TOTAL	**$13 939 000**	**$17 535 000**	**508.9**

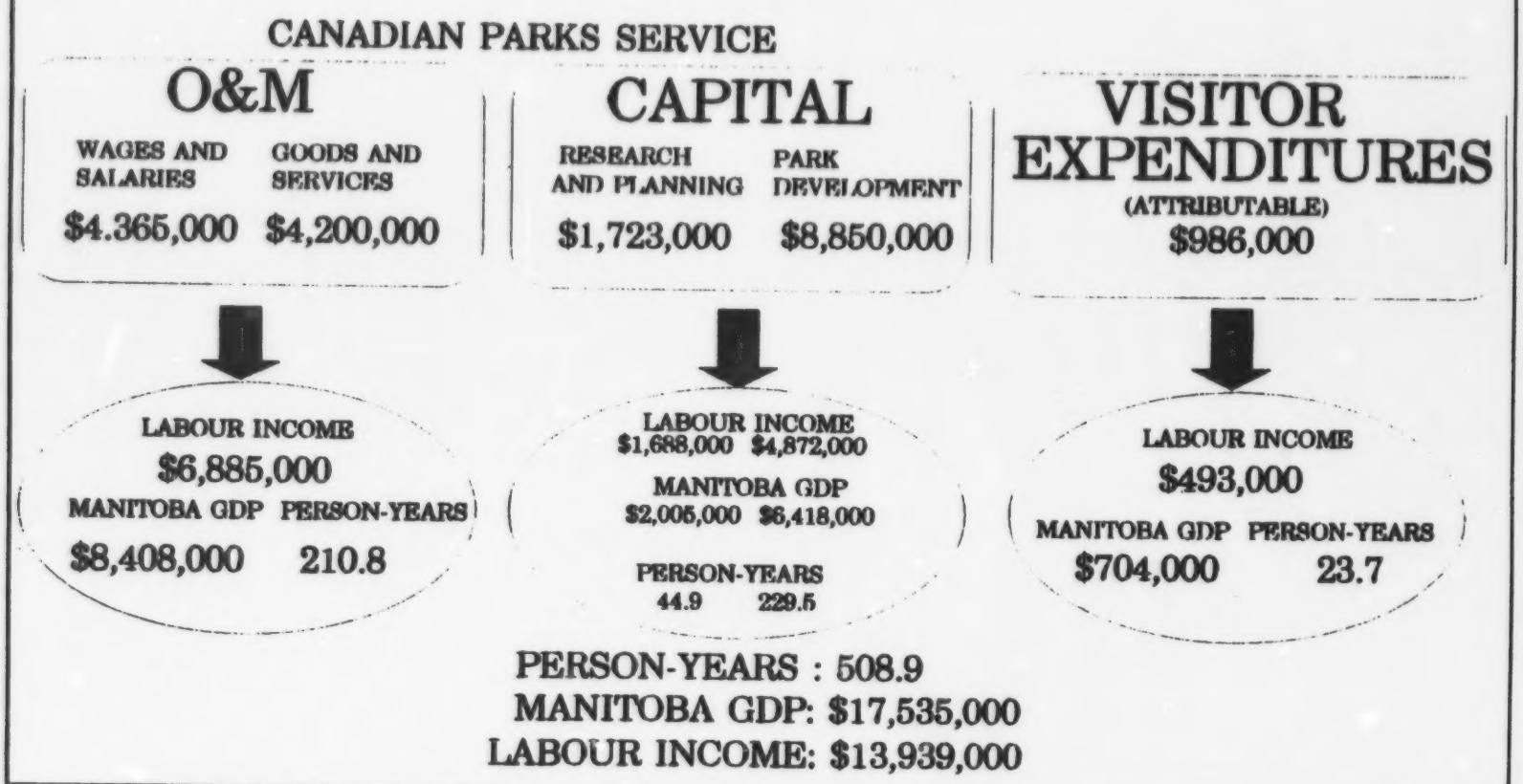
Note: Total impacts include the direct, indirect and induced effects on the Manitoba economy resulting from anticipated gross expenditures. Total impacts are respectively measured in person-years of employment or labour income.

Source: Environment Canada, Canadian Parks Service

FIGURE 3

CHURCHILL NATIONAL PARK PROPOSAL
MANITOBA EXPENDITURES AND ECONOMIC IMPACTS
FIVE YEAR ESTIMATES

(includes Churchill expenditures and economic impacts)



PERSON-YEARS : 508.9

MANITOBA GDP: $17,535,000

LABOUR INCOME: $13,939,000

Technical Paper 4

Hiring and Training Plan

Technical Paper 4

Hiring and Training Plan

A national park in the Churchill/York Factory area will create about 37 new jobs by the end of 5 years (see proposed staff organization chart in the main text). This is in addition to the five full-time and ten seasonal jobs (8.22 person-years) already occupied by Canadian Parks Service (CPS) employees in the area. Hiring for the new positions will be based on the principle that those applicants demonstrating good potential and who meet the basic qualifications can be taught the necessary skills of the position through on-going, on-the-job training. Junior positions, such as Patrolpersons, will be filled at an early stage in park development in order to provide time for new inexperienced employees to have an opportunity to acquire skills needed to apply for more senior positions, such as park wardens.

We expect that local people will fill at least 66% of the new positions (see Table 1). The CPS will provide open workshops for interested local people to discuss hiring procedures and to answer any questions. A member of the Park Management Advisory Committee (see Annex 3) will be invited to participate in these workshops as well as to participate in entry level (i.e. junior positions) interviews.

One of the long term objectives of the CPS is to provide young people more opportunities for employment in the area. To this end, the CPS will work with local high schools and post-secondary educational institutions to develop courses relevant to the work done by park employees. For example, environmental studies at high school could include field projects dealing with a local natural resource issue. Appropriate part-time courses at the post-secondary level could be developed in co-operation with the Centre for Northern Studies or Keewatin Community College.

The basic qualifications, hiring procedures and on-the-job training opportunities are described below for seven types of positions needed should a national park be established in the Churchill area. These address only entry level positions. Senior positions will likely be filled initially by CPS employees from other National Parks or Historic Sites. Local people hired at entry level positions who wish to advance will be encouraged to compete for positions in other National Parks or Historic Sites in order to obtain the experience needed to apply for more senior positions. For example, a local person hired as a patrolperson could advance to a junior warden position in the park. But should he or she wish to be considered for Chief Park Warden, it would be necessary to work in at least one other National Park to acquire the experience needed to successfully compete for this position in Churchill.

1) Patrolperson 3 positions each 7 months/year

Qualifications:

- Grade 10 or equivalent
- sound knowledge of the area
- good wilderness survival skills
- good mechanical skills
- willingness to learn basic government procedures

Hiring Procedures:

- an open workshop will be held for anyone interested in applying for these positions;
- candidates may be referred by the Park Management Advisory Committee. They may also apply directly to the park or through the local Employment and Immigration Canada Office.;
- interviews will be informal. The interview board will have no more than three people including one representative from the Park Management Advisory Committee.
- assessment will be based on how well the candidate meets the qualifications listed above and personal references.

Training:

- three week Basic Warden Training at the CPS National Training Centre in Jasper, Alberta;
- on-the-job training. The patrolperson will work under the supervision of a Senior Warden. Responsibilities will be increased over time depending on the incumbent's abilities and career aspirations.

Potential for Advancement:

Patrolpersons showing an interest and ability to advance must be prepared to complete two years of post-secondary education at the Community College level. Arrangements can be made for Education Leave with pay after the equivalent of two years employment (i.e. three seasons).

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2) Labourer 3 positions 2-7 months
1-6 months

Qualifications:

- no formal education needed
- experience using hand tools
- experience in basic building maintenance

Hiring Procedures:

- same process as for Patrolperson

Training:

- will be mostly on-the-job
- employees shoving the ability and interest to advance to supervisory positions will be offered appropriate formal training.

Potential for Advancement:

Labourers can advance to supervisory positions (buildings supervisor, grounds supervisor) or to senior maintenance craftspersons. None of these positions require Trades qualifications, but will be filled by those demonstrating the ability to work without supervision, have shown the ability and desire to supervise others and who have acquired the necessary experience and skills.

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3) Maintenance Craftsperson 2 Full Time Positions

Qualifications and Hiring Procedures:

- similar to those for the Labourer positions. Candidates will need to have better building maintenance skills than those required for the Labourer positions and will have to have more related working experience.

Training:

- Supervisory training will be offered to those employees shoving the potential and desire to advance to the senior supervisor position;
- on-the-job training will be offered to familiarize the employee with internal procedures, such as the maintenance management system.

4) Historic Interpreters 6 positions 4 months each

Qualifications:

- grade 10 or equivalent
- experience dealing with the public

Hiring Procedures:

- an open meeting will be held for interested persons;
- interviews will be more formal than for the previously described positions, but the emphasis would still be on a friendly open discussion;
- interview boards will include a member of the Park Management Advisory Committee;
- reference checks will be a major factor in evaluating candidates;
- candidates will be assessed on their public speaking ability;
- candidates must be outgoing and friendly;
- candidates will also be assessed on their ability to write short stories or describe events.

Training:

- on-the-job training will be given on a number of topics including:

  photography
  dealing with complaints
  local human history
  local natural history

  Employees will be expected to spend some of their own time studying the local human and natural history.

Potential for Advancement:

- historic interpreters will be able to obtain adequate experience on the job in order to qualify for the full-time position of Senior Interpreter;
- the position of Head, Historic Interpretation is a senior position requiring management skills. Candidates aspiring to this position would have to gain experience working in other national Historic Sites in order to obtain the necessary experience.

---

5) Natural Interpreters 2 Positions 7 months each

Qualifications:

- some post-secondary education in natural sciences
- experience in dealing with the public

Hiring Procedures:

- similar to above but with more emphasis on assessing the candidate's knowledge of natural history and the ability to prepare and present interpretive programs on the natural history of the park.

Training:

- essentially the same as for Historic Interpreters but with more emphasis on natural history.

Potential for Advancement:

- candidates who show excellent written and oral communication skills and are able to prepare and deliver school programs may be considered for the full time position of Senior Interpreter. Requirements for the position of Head, Natural Interpretation, will be similar to those for Head, Historic Interpretation.

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6) Visitor Attendants — 3 positions — 1 full time, 2 - 7 months each

Qualifications:

- grade 10 or equivalent
- experience dealing with the public

Hiring Procedures:

- similar to those described for interpreters above;
- candidates will be assessed on their ability to meet the public.

Training:

- on-the-job training will emphasize acquiring a thorough knowledge of local attractions, events, activities, accommodation, etc.;
- training will be given on techniques for dealing with the public and hospitality skills.

Potential for Advancement:

- little potential for local advancement;
- employees with a high school diploma and who have shown potential for management positions will have the opportunity to apply for supervisory positions in other CPS sites.

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7) Clerical 6 Positions Full Time

Qualifications:

- grade 10 or equivalent
- knowledge of basic office procedures and typing/word processing skills

Hiring Procedures:

- a pre-interview test will be held to assess typing skills for some positions;
- interview boards and use of reference checks to assess candidates will be similar to procedures described for the other positions.

Potential for Advancement:

- The position of Chief, Finance and Administration, is relatively senior to the clerical positions. Rather than compete for this position, employees showing the potential and desire to advance would be encouraged to transfer to junior officer level positions at other CPS locations, including the Regional Office in Winnipeg, to acquire the necessary experience;
- there will be opportunities to learn a variety of clerical skills through short term assignments and changing jobs when positions at an equivalent level become available.

TABLE I

STAFFING PROPOSAL

YEAR	LOCAL	PY'S	OUTSIDE	PY'S
1.	Patrol person	.67	CPW	1.0
	Patrolperson	.67	Sen. Warden (PS)	1.0
	Sen. Hist. Interp.	.60	Chief, VA	1.0
	Bear Patrol -hist. sites (3)	.90	Head, Nat. Int.	1.0
	Total	2.84	Total	4.0
2.	Patrolperson	.66	Sen. Ward. (res)	1.0
	Pay Clerk	1.0	Head, Media	1.0
			Sen. Nat. Interp.	1.0
			Nat. Interp.	.6
			Res. Tech.	1.0
	Total	1.66	Total	4.6
3.	Warden Clk.	1.0	Park Warden	1.0
	Craftsperson	1.0	Park Warden	1.0
	Labourer	.6	Nat. Interp.	.6
	Total	2.6	Total	2.6
4.	Stores Clk.	1.0	Park Warden	.5
	Craftsperson	1.0		
	Labourer	.6		
	Labourer	.5		
	Total	3.1	Total	.5
5.	Bldg. Sup.	1.0		
	Grounds/signs Sup.	.5		
	Works Clk.	1.0		
	VA Clk.	1.0		
	Sen VRC Att'd.	1.0		
	VRC Att'd.	.6		
	VRC Att'd.	.6		
	F&A Clk.	1.0		
	Total	6.7		
6.	Rocket Att'd.	.5		
	Rocket Att'd.	.5		
	Rocket Att'd.	.5		
	Total	1.5		

TOTALS LOCAL 18.4 OUTSIDE 11.7

62% local hire for National Park Component
66% local hire for total District

NOTE: With the exception of the Senior Historic Interpreter, bear patrol and rocket range positions, all the above PYs are directly associated with the national park proposal.

Technical Paper 5

Examples of Permits and Research MOU's

MEMORANDUM OF UNDERSTANDING

between

The Department of the Environment - Canadian Parks Service

("Parks")

and

The University of Regina

("the University")

1. PREAMBLE

Recognizing their common interests in improving research, education and information on both national and historic parks and other protected heritage areas, the Department of the Environment - Parks, hereinafter called "Parks," and the University of Regina as represented by the Canadian Plains Research Center, hereinafter called "the University", agree to establish a liaison agreement for a three-year pilot project subject to review, amendment and possible renewal. The principal agents of the University in this agreement will be the Associate Vice President, Graduate Studies and Research and the Executive Director of the Canadian Plains Research Center. On behalf of Parks, the agreement will be administered through the Director General, Parks, Prairie and Northern Region, Department of the Environment.

2. PURPOSE

The purpose of this Memorandum of Understanding between Parks and the University is to promote and facilitate co-operative research on subjects of mutual interest, education and information pertaining to the planning, management and operation of national and historic parks and other protected heritage areas, and to increase the knowledge of our natural and cultural environment.

3. OBJECTIVES

1. To further shared goals in research:
   a) by encouraging research in areas of mutual interest and policy to identify, select, establish, protect, develop, plan, interpret and manage national and historic parks;
   b) by encouraging research that will enhance individual or shared educational and interpretive objectives designed to develop public understanding, appreciation and enjoyment of national and historic parks, and other protected areas;
   c) by encouraging basic and/or applied scientific research. Although such research may not be essential for park management, it may expand human knowledge and enable parks to serve as benchmarks for research and monitoring human impact on the environment.

of national parks;

c) by encouraging basic scientific research. Such research may not be essential for park management, yet it may expand man's fund of knowledge and enable parks to serve as benchmarks for research and to monitor the impact of man on the environment.

2. To further shared goals in education:

a) by recognizing parks as field extensions to the University programmes where appropriate;
b) by encouraging University participation in the education and training of Park personnel;
c) by encouraging Parks' participation in the education process of University students;
d) by encouraging joint development and production of educational material and programmes designed to enhance awareness and provide learning opportunities;
e) by encouraging a joint lecture programme and workshops, where time and interest permit;
f) by encouraging developmental and training assignments of Parks and University personnel, (i.e., Executive Interchange);
g) by encouraging the University faculty to undertake research or related work with Parks during the academic year or while on sabbatical or other leave;
h) by encouraging private, corporate, or government sponsorship for a specific project, where appropriate.

4. ADMINISTRATION

1. Existing funding mechanisms will be utilized for the purpose of co-ordinating support for the Institute faculty and Parks staff, for graduate and undergraduate students and for research in topics of mutual interest.
2. Specific research or projects arising from this Memorandum of Understanding will be agreed upon between the Institute and the Superintendent of a specific park by specific Terms of Reference.
3. Nothing in this Memorandum of Understanding shall be construed as obligating Parks or the Institute to expend money or involving either party in any contract or other obligation for the future payment of money in excess of appropriations authorized by law and administratively allocated for this work.

6. All research activities carried out under the terms of this Memorandum of Understanding will be subject to any "Parks" or "University" requirements concerning research procedures and resource protection. (e.g. research permits, archaeological provenancing systems, environmental assessment procedures, etc.)
7. This Memorandum of Understanding will be administered by a joint committee consisting of a co-chairperson from each of "Parks" and "the University" and two other members from each of the parties.
8. The Committee will have the power to add other members or observers as judged desirable, by unanimous consent.
9. The Committee will determine its own operating procedures (i.e. quorums, memberships, etc.).
10. The co-chairpersons will be a senior officer of "Parks" and a senior faculty member of "the University" or their nominees.
11. Each party to the Memorandum of Understanding will name their representatives on the Committee.
12. In the event of a dispute, both parties agree to the appointment of an independent arbitrator, acceptable to both sides.

5. GENERAL

1. The parties hereto agree that any notice required to be given pursuant to this Memorandum of Understanding shall be sufficiently given if personally delivered or mailed by pre-paid registered mail addressed as follows:

   a) Director General
      Prairie & Northern Region
      Environment Canada - Parks
      457 Main Street
      Winnipeg, Manitoba
      R3B 3E8

   b) Associate Vice President and Dean
      Faculty of Graduate Studies and Research
      University of Regina
      Regina, Saskatchewan
      S4S 0A2

   and any notice so mailed shall be deemed to have been received five (5) working days following the day of mailing.
2. This Memorandum of Understanding may be amended by the written agreement of the Parties.
3. One party may terminate this Memorandum of Understanding by giving the other party three months notice in writing.

4. Nothing in this Memorandum of Understanding in any way affects the rights of either party to make arrangements on the same subject matter with other parties.
5. No member of the House of Commons shall be admitted to any share or part of any agreement made pursuant to this Memorandum of Understanding, nor to any benefit arising therefrom.
6. The Memorandum of Understanding will take effect on July 21, 1988, and shall terminate July 20, 1991, unless terminated earlier in accordance with clause 5(3).

W. Lorne Hanson
Witness

W.D. Harper
Director General, Canadian Parks Service
Prairie & Northern Region

Witness

Chairman, Board of Governors

Janet M. Campbell
Witness

Secretary

University of Regina.

Witness

J.N. McCrorie
Canadian Plains Research Center

between

The Department of the Environment - Parks

("Parks")

and

The Arctic Institute of North America

of

The University of Calgary

("the Institute")

1. PREAMBLE

Recognizing their common interests in improving research, education and information relating to Kluane and Northern Yukon National Parks, the Department of the Environment - Parks, hereinafter called "Parks", and The Arctic Institute of North America of the University of Calgary, hereinafter called "the Institute" agree to establish a liaison Memorandum of Understanding for a three (3) year pilot project subject to review, amendment and possible renewal. The principal agent of the Arctic Institute of North America in this Memorandum of Understanding will be the Executive Director. University Faculties and Departments associated with the Institute will be involved according to their interests and the opportunities. On behalf of Parks, the Memorandum of Understanding will be administered through the Director General, Parks, Prairie and Northern Region, Department of the Environment.

2. PURPOSE

The purpose of this Memorandum of Understanding between Parks and the Institute is to promote and facilitate improved research, education and information pertaining to the planning and management of Kluane and Northern Yukon National Parks and to increase the knowledge of our cultural environment.

3. OBJECTIVES

1. To further shared goals in research:
   a) by encouraging research within mutual areas of interest and policy to identify, select, establish, protect, develop, plan, interpret and manage national parks;
   b) by encouraging research that will enhance individual or shared educational and interpretive objectives designed to develop public understanding, appreciation and enjoyment

2. To further shared goals in education:
   a) by recognizing parks as field extensions to programs of "the University" where appropriate;
   b) by encouraging University participation in the education and training of park personnel;
   c) by encouraging Parks' participation in the education process of university students;
   d) by encouraging joint development and production of educational material and programs designed to provide learning opportunities and enhance awareness of natural and human history;
   e) by encouraging a joint lecture program and workshops where time and interest permit;
   f) by encouraging joint developmental and training assignments of Parks and University personnel, (e.g. Executive Interchange);
   g) by encouraging faculty of "the University" to undertake research or related work with "Parks" during the academic year or while on sabbatical or other leave;
   h) by encouraging private, corporate, or other government sponsorship for a specific project, where appropriate.

4. ADMINISTRATION

   1. Existing funding mechanisms will be utilized for the purpose of co-ordinating support for University and Parks staff, for graduate and undergraduate students, and for research in topics of mutual interest.
   2. Specific research or projects arising from this Memorandum of Understanding will be agreed upon between "the University" and the Superintendent of a natural or historic park by specific terms of reference.
   3. Nothing in this Memorandum of Understanding shall be construed as, obligating "Parks" or "the University" to expend money or as, involving either party in any contract or other obligation for the future payment of money in excess of appropriations authorized by law and administratively allocated for this work.
   4. Nothing in this Memorandum of Understanding shall be construed as obligating "Parks" or "the University" to expend resources or to undertake research or projects.
   5. Resources may be shared where available and operationally compatible, as will research results when jurisdictional responsibilities permit.

4. Nothing in this Memorandum of Understanding shall be construed as obligating parks or the Institute to expend resources or to undertake research or projects.
5. Resources can be shared where available and operationally compatible.
6. All research activities carried out under the terms of this Memorandum of Understanding must be subject to any Institute and Parks requirements concerning research procedures and resource protection. (e.g., collection permits).
7. This Memorandum of Understanding will be administered by a joint committee consisting of a co-chairperson from each of Parks and the Institute and two (2) other members from each of the parties.
8. The Committee will have the power to add by unanimous consent other members or observers as it judges this to be desirable.
9. The Committee will determine its own operating procedures (i.e., quorums, memberships, etc.).
10. The co-chairpersons will be the Superintendent of Kluane/ Northern Yukon National Parks and a Director of the Arctic Institute of North America or their nominees.
11. Each party to the Memorandum of Understanding will name their representatives on the Committee.
12. In the event of dispute, both parties agree to the appointment of an independent arbitrator, acceptable to both sides.

5. GENERAL

1. The parties hereto agree that any notice required to be given pursuant to this Memorandum of Understanding shall be sufficiently given if personally delivered or mailed by prepaid registered mail addressed as follows:

a) Director General, Parks
Priairie and Northern Region
Environment Canada, Parks
457 Main Street
Winnipeg, Manitoba
R3B 3E8

b) Executive Director
The Arctic Institutue of North America
The University of Calgary
2500 University Drive, N.W.
Calgary, Alberta
CANADA T2N 1N4

and any notice so mailed shall be deemed to have been received five (5) working days following the day of mailing.

2. One party may terminate this Memorandum of Understanding by giving the other party three (3) months notice in writing.
3. This Memorandum of Understanding may be amended by the written agreement of the Parties.
4. Nothing in this Memorandum of Understanding in any way affects the rights of either party to make other arrangements on the same subject matter with other parties.
5. No member of the House of Commons shall be admitted to any share or part of any agreement made pursuant to this Memorandum of Understanding, nor to any benefit arising therefrom.
6. The Memorandum of Understanding will take effect on 19 , and shall terminate on 19 , unless terminated earlier in accordance with clause 5(2).

Witness

W. Douglas Harper
Director General, Parks
Prairie & Northern Region
Environment Canada - Parks

Witness

Michael C. Robinson
Executive Director
The Arctic Institute of North America
The University of Calgary

CANADIAN PARKS SERVICE
PRAIRIE AND NORTHERN REGION
RESEARCH/COLLECTING PERMIT

Permit number _____

Environmental Assessment registry number _____

Under the authority of the National Parks Act this permit is granted to :_____

and to party members:_____
_____
_____
_____
_____
_____

for research/to collect:_____
_____
_____

at the _____ area in
_____ Park _____.

Additional permit conditions _____.

This permit expires _____ unless sooner suspended or revoked. Issued at _____
on the __ day of _____.

Director General
Prairie and Northern Region
Canadian Parks Service

I have read the attached conditions under which this research/collecting permit is issued and agree to comply with all of the conditions stated therein. I realize that failure to do so will result in the cancellation of the permit and refusal of future research/collecting permits.

_____ _____
Permittee Date

Superintendent _____

Not valid unless signed by the Park Superintendent.

APPENDIX III

Conditions under which all permits for research and collection activities are issued

Note: Failure to comply with National and Historic Parks Regulations or the conditions of the permit will constitute grounds to cancel the permit or refuse to issue future permits and may be considered as grounds for prosecution under the National Parks Act for violations of the National Parks and Historic Parks Regulations.

PERMIT

1. All permit holders must report to the Park Superintendent or delegate who will validate the permit before the field work commences and at other periods as stated on the permit.

2. Permits are not transferable and each work team must have a copy of the permit in its possession.

3. The permit is valid only for the time, location and activities described on the permit unless amended by the issuing officer of a region and revalidated by the Park Superintendent or delegate.

RESTRICTIONS

4. Collection, manipulation, harassment or disturbance, of any species appearing in the list(s) appended to this permit is prohibited.

5. The Superintendent may suspend, cancel or restrict the scope of the permit if conditions justify it.

ANNEXE III

Conditions générales à être incluses sur tous les permis de recherche et de prélèvement

Note: Tout manquement aux règlements sur les parcs nationaux ou historiques ou aux conditions du présent permis justifiera l'annulation du permis ou le refus d'un nouveau permis, et fera l'objet de poursuites judiciaires conformément à la Loi pour des infractions aux Règlements sur les parcs nationaux et les parcs historiques nationaux.

PERMIS

1. Tous les détenteurs de permis doivent faire valider leur permis par le directeur du parc ou son délégué avant le début du projet, et aux dates mentionnées sur le permis.

2. Les permis sont incessibles et chaque équipe de travail doit en avoir une copie en sa possession.

3. Le permis est valide pour la période, l'endroit et les activités mentionnées seulement à moins d'être amendé par l'agent émetteur et revalidé par le directeur du parc ou son délégué.

RESTRICTIONS

4. Le prélèvement, la manipulation, le harassement ou le dérangement des espèces mentionnées dans la liste accompagnant le permis est interdit.

5. Si les conditions le justifient, le directeur du parc peut limiter la portée du permis ou le suspendre ou l'annuler.

REGULATIONS

6. The permittee must abide by relevant National and Historic Park Regulations and all other federal, provincial, territorial or municipal regulations applying to the site.

7. If requested by the Superintendent, a park warden or police constable, the permittee will identify himself/herself and show the permit.

SPECIMEN COLLECTION

8. Any specimens collected under authority of this permit remain the property of the Crown (Canada) and are considered on loan to the permit holder. Final disposition of specimens must be as shown in the project proposal unless amended by the Director General of a region. Export of specimens requires approval by the Director, Natural Resources Branch and is subject to the Convention on International Trade in Endangered Species of Wild Fauna and Flora (C.I.T.E.S.), the Cultural Property Export and Import Act and the Export and Import Permits Act. Intention to export specimens must be indicated in the project proposal. The researcher may be required to collect a duplicate or representative set of specimens for retention by the Crown.

9. Only the specimens or categories of specimens indicated on the permit may be collected.

10. When fossils or evidence of previous human occupation are found, they should be reported to the Superintendent and must be left undisturbed until inspected by a

LOIS ET RÈGLEMENTS

6. Le titulaire est soumis également aux Règlements sur les parcs nationaux ainsi qu'à toute autre réglementation fédérale, territoriale, provinciale ou municipale ayant cours légal sur ce territoire.

7. Sur demande d'un directeur de parc, d'un garde de parc ou d'un constable de police, les détenteurs de permis doivent s'identifier et produire le permis.

PRÉLÈVEMENT DE SPÉCIMENS

8. Tous les spécimens recueillis en vertu du présent permis demeurent la propriété de la Couronne (Canada) et ne sont que prêtés au détenteur du permis. Le dépôt final des spécimens sera conforme à la méthode prévue dans le résumé de projet à moins de modifications par le directeur général régional. L'exportation de spécimens doit être autorisée par le directeur des Ressources naturelles et respecter les dispositions de la Convention sur le commerce international des espèces de la faune et de la flore sauvages menacées d'extinction (C.I.T.E.S.), de la Loi sur l'exportation et l'importation de biens culturels et de la Loi sur les licences d'exportation et d'importation. Il faut indiquer, sur la proposition de projet, si les spécimens sont destinés à l'exportation. Le cas échéant, le chercheur peut être prié de prélever une seconde série de spécimens ou un ensemble représentatif de spécimens en vue de les conserver au Canada.

9. Seuls les spécimens mentionnés sur le permis peuvent être recueillis.

10. Dans les cas de découverte de fossiles ou de vestiges de cultures humaines, on doit en aviser le directeur du parc et les laisser intacts jusqu'à ce qu'un archéologue ou un paléontologue

qualified palaeontologist or archaeologist under the authority of the Regional Chief of Archaeology or History.

diplômé les ait examinés tel qu'autorisé par le chef régional des Recherches archéologiques ou historiques.

PERMITTEE RESPONSIBILITIES

11. Any damage resulting from a permit holder's activities shall be reported promptly to the Superintendent who may then demand that the permit holders repair all damage promptly. Permit holders will be financially responsible for any damage resulting from their activities.

RESPONSABILITÉS DU DÉTENTEUR

11. Le détenteur du permis est tenu de rapporter sans délai, au directeur du parc, tout dégât résultant de leur travail. Celui-ci peut demander que des réparations soient effectuées rapidement. Ils seront financièrement responsables de tout dommage qu'ils provoqueront.

12. At the conclusion of research or collection activities in the park, the permit holder will restore the research site to its original condition to the satisfaction of the Park Superintendent.

12. À la fin des activités de recherche ou de collecte dans le parc, le détenteur du permis doit remettre les lieux dans leur état original, et ce, à la satisfaction du directeur du parc.

13. The permittee will furnish the Director General of a region, within 30 days of the expiry date of the permit, a progress report of his work. He/she must also indicate when the final report will be available.

13. Le titulaire du permis est tenu de présenter au directeur général d'une région, un compte rendu de ses travaux de recherche au plus 30 jours après la date d'expiration du permis. Il doit également indiquer une date où il prévoit que les résultats détaillés de son étude seront disponibles.

14. The permittee must supply the issuing officer with three copies of all reports or written material resulting from the research.

14. Le titulaire du permis doit remettre à l'agent émetteur trois copies des documents produits dans le cadre de cette étude.

15. The permittee will be responsible for all members of his/her party. He/she must observe any general or specific conditions of the permit.

15. Le titulaire est responsable de tous les membres de son équipe. Il doit respecter les conditions générales et particulières de ce permis.